DOCUMENT RESUME

ED 136 120 CG 011 147

TITLE	Herself: Elle-Meme. Report of the Nova Scotia Task Force on the Status of Women.
INSTITUTION	Nova Scotia Task Force on the Status of Women, Halifax.
PUB DATE	Nov 76
NOTE	92p.; Best copy available
EDRS PRICE	MF-$0.83 HC-$4.67 Plus Postage.
DESCRIPTORS	*Changing Attitudes; Family (Sociological Unit); *Females; *Feminism; *Government Role; Social Attitudes; *Social Problems; *Social Status; Working Women
IDENTIFIERS	*Nova Scotia

ABSTRACT

This report to the Canadian Government from the Nova Scotia Women's Task Force examines the social issues and problems pertaining to the women's movement in that province. Discussions are provided on the situations and attitudes toward homemakers, working women, marriage, divorce, child care, education, health, and political participation. Recommended implementations to improve conditions are included, as well as a bibliography and a detailing of actions taken by the government. (MML)

****
* Documents acquired by ERIC include many informal unpublished *
* materials not available from other sources. ERIC makes every effort *
* to obtain the best copy available. Nevertheless, items of marginal *
* reproducibility are often encountered and this affects the quality *
* of the microfiche and hardcopy reproductions ERIC makes available *
* via the ERIC Document Reproduction Service (EDRS). EDRS is not *
* responsible for the quality of the original document. Reproductions *
* supplied by EDRS are the best that can be made from the original. *
****

ED136120

Report of the Nova Scotia
Task Force on the Status of Women

Herself
Elle-Même

March, 1976

Halifax, Nova Scotia, Canada

U S DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

BEST COPY AVAILABLE

CG011147

This Report of the Nova Scotia Task Force on the Status of Women is respectfully submitted to the Premier of the Province and dedicated, with admiration and affection, to the women of Nova Scotia.

Mairi St. John Macdonald, Chairperson

Carrie M. Best

M. Edna de Sanctis

Judith Harrington Giffin

Joan M. McLellan

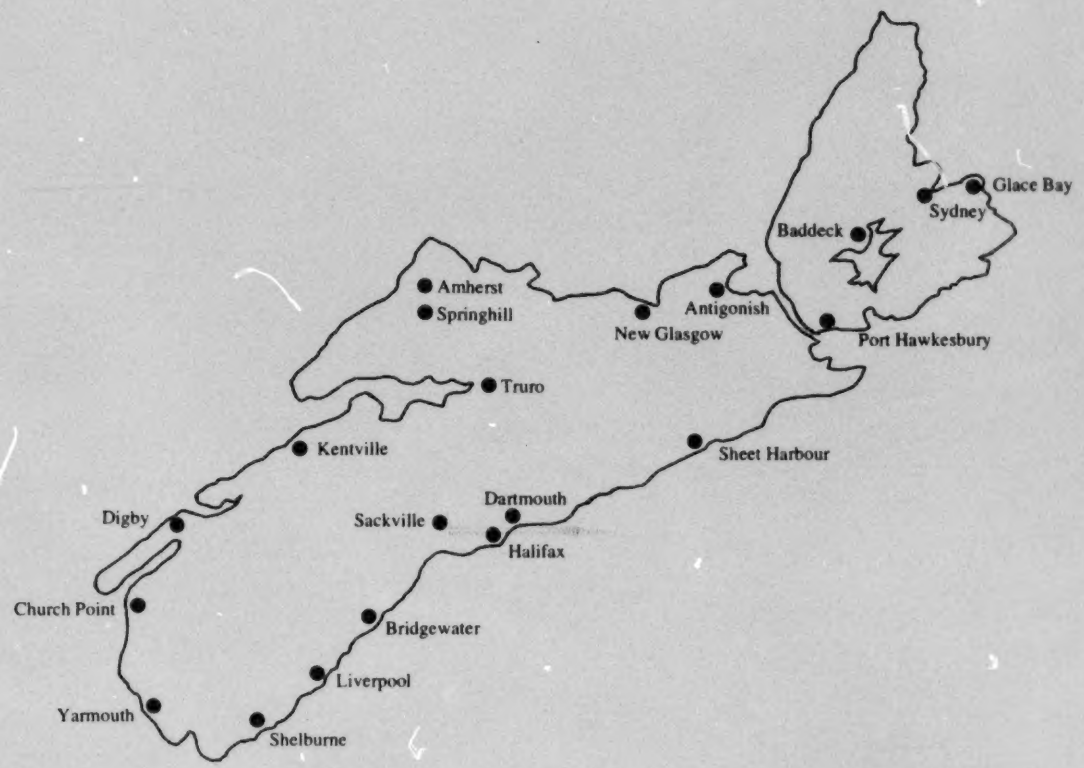
Lorette Woolsey Toews

Mary Crawford Wall

Contents

1	Coming Together	5
2	Work Inside the Home Homemakers Matrimonial Property	9
3	Work Outside the Home Employment	16
4	Children: Our Natural Resource Child Care	22
5	Opportunities for Learning Education	28
6	Needs for Support Information and Counselling	38
7	Well-Being Physical and Mental Health	43
8	Responsibilities and Rights Women and the Law	54
9	Our Rightful Place Participation Development: Ministry of Women	59
	Summary of Recommendations	64
	Minority Statements	76
	Appendices	77

Where and When Public Hearings were Held:



Location	Date	Location	Date
Amherst	September 18	Liverpool	September 25
Antigonish	June 5	New Glasgow	June 4
Baddeck	June 24	Port Hawkesbury	June 6
Bridgewater	September 26	Sackville	October 6
Church Point	June 12	Sheet Harbour	October 6
Dartmouth	October 29	Shelburne	September 24
Digby	June 12	Springhill	September 18
Glace Bay	June 23	Sydney	June 23
Halifax	October 30	Truro	May 29
Kentville	June 11	Yarmouth	June 13

1 Coming Together

In April, 1975, the Government of Nova Scotia appointed us as a seven-member Task Force on the Status of Women and instructed us to: study the Report of the Royal Commission on the Status of Women (1970) with particular reference to those recommendations within provincial jurisdiction; report to the Government on the status of women in the province; and recommend to Government actions necessary to improve the status of women in Nova Scotia.

A group diversified in background, life experiences, attitudes and convictions, differing in age, marital status, economic position and vocations, our first challenge was to get to know one another, to accept, understand, and value each other as persons in order to approach the challenge as a team, based on mutual respect and dedication to a common goal.

We decided not only to begin our task immediately but voluntarily committed ourselves to completing it within the fiscal year. We felt strongly our responsibility to respond in an open-minded way to all those with whom we came in contact; to really listen to all political, moral, social and other values and attitudes. We endeavoured to keep open lines of communication among all individuals and groups, and to reassure women that, while it is imperative that they have choices, it may be valid that they choose to retain their present life style.

In planning our early meetings and discussions we examined our own values, ideas, assumptions, and biases, and agreed upon an initial set of working principles which summarized our common views and attitudes. (See Appendix A.) Conscious of the need to retain an historical perspective in our investigation, we searched for a broader understanding of the underlying forces which have contributed to the present status of women; we came to realize that, despite the fact that Nova Scotia women have been so little involved in formal decision-making and positions of power, they have accomplished a great deal.

While studying the status of women in Nova Scotia, we have been deeply conscious of our many advantages in this small province by the sea, as compared to other parts of the globe, particularly those of the 'third world.' We realize that our present task is being conducted in a period of serious national and provincial economic and social stress. Nevertheless, we decided early and unanimously that our observations and recommendations would be based not on the financial possibility of immediate change, but on matters raised at the hearings, and on the most creative and futuristic thinking of all the participants. Reports of government task forces and commissions are often implemented very slowly; therefore it is essential to write for the future, to present the women of the province with long-term goals around which to organize to basically restructure the position of women in this society.

How and when the Government will respond to the needs of Nova Scotia women by implementing our recommendations, depends to a large extent upon the women of the province, and the strength and speed with which they are able to become a viable political force. To hasten that process, we assured all those concerned that our report would be made available simultaneously to the women of the province, the Government, and the media.

In preparing for the hearings, we sent letters to approximately 2,000 women, explaining the goals and plans of the Task Force. Similar letters were sent to the mayors and clerks of all municipalities, women's organizations, religious organizations, high schools, and universities. All departments of government were requested to provide us with information on ways in which they had implemented the Royal Commission recommendations.

Because of the spontaneous and encouraging way in which so many responded to the informality of the invitation to contact us, we decided to list all briefs, letters, and communications sent to the office or presented personally or in written form at the Public Hearings, as 'submissions.' We wanted to avoid distinguishing among them in any way on the basis of the educational background of the contributors.

We were fortunate in having a full-time Legal Advisor, who initiated a study of the Report of the Royal Commission on the Status of Women and scrutinized the statutes of Nova Scotia to provide us with the necessary background material (see Appendix B) and a competent bilingual secretary to assist us with all our hearings and meetings.

Despite the extensive research findings from the earlier Royal Commission on the Status of Women and the more localized and valuable background material provided by our own Legal Advisor, it was impossible for us to deal with each and every subject pertaining to women. We decided therefore to concentrate on those areas of major concern which were presented to us by the women of the province in either verbal or written form, trusting all participants and readers to understand the restraints under which we labored to complete our task within the agreed-upon time.

Instead of following the more traditional pattern, we commenced Public Hearings in the towns, small communities, and rural areas of the province, and concluded them in the metropolitan area. We deliberately sought out in small groups many women whom we thought might not see themselves as being able to make a contribution, or might not feel comfortable and confident enough to come and participate in the more formal Public Hearings. We kept the Public Hearings as warm and as informal as possible, having notes taken by the Task Force secretary

rather than using tape recording which can be so intimidating to many people. For those who wished to attend, but might not otherwise have been able to, we provided free baby-sitting services.

At the 29 Public Hearings held in church halls, town halls, and schools, we heard from women, men, and young people. In the 20 smaller sessions, we met informally with women of nearly all walks of life; in stores and offices, at a farm picnic, with welfare recipients, fish plant workers, professional women, single parents, economically advantaged women, women of a cleaning staff, women of the church, women of minority groups, of unions, civil servants, members of women's organizations, elementary, secondary, and university students, spiritual and political leaders.

We were encouraged by the numbers of individuals who, in describing the difficulties of their lives and the ways in which they are attempting to cope with them, refrained from stressing that all solutions had to come from government. On the whole, in very few instances were we told that 'the Government should do something.' In the vast majority of cases, it was suggested that the people themselves could, should, and want to improve their own situation, but require strong government support.

Nova Scotia is a province composed of people from many social and racial groups — white, black, Indian, as well as 'new Canadians' who have chosen this as their home. Women from all of these groups add their own dimension, perspective, and value system, all of which combine to make Nova Scotia a province rich in human resources and potential.

We were urged in all parts of the province to present to Government the crucial needs of our people, and to challenge the province to devise creative and innovative ways to meet these needs.

We believe that after having met approximately 2,000 women, received approximately 300 submissions (see Appendix C), holding 49 public and private meetings (see Appendix D), and over 60 work sessions, we are indeed in a position to speak of and for the women of Nova Scotia. Their ideas are challenging; their goals for themselves and their province are imaginative. We must find immediate and practical ways to ensure the development of their great potential and the full use of all our human resources.

Time and time again, we heard from the women of the province of their need to have the support of other women. Yet we heard, too, that this was not always the case. We heard the hurt of the women, who, in working so hard to bring about better living conditions for women, were put down by their neighbors as 'Women's Lib.' We found that many women are afraid to get involved; in some communities we were told that there were women who wished to come to the hearings but were afraid to do so for fear of being labelled 'Women's Lib.'

Why is it considered so negative for a woman to work for the betterment of her sisters? As one woman told us, 'Liberation was never considered an objectionable word until it was applied to women!' We think there are several reasons for this fear of women of being indentified with other women and with the women's movement.

Firstly, the fear of the woman is often a measure of the resistance to women's equality by the significant people in her life (she may be very afraid that if she becomes involved with these ideas her husband may be angry and marriage problems will ensue); secondly, women have traditionally used their strengths for men and for children (think of the thousands of women's magazine articles on how a woman can keep her husband mentally, physically, and sexually satisfied and healthy, on how she should devote herself sacrificially to her children's well being) and women often feel guilty and uneasy using their strengths for themselves and other women; and finally, the technique of ridiculing the women's movement and of labelling even the most rational presentation, even the most justifiable and necessary righteous indignation, as 'shrill and militant' has been used very successfully to divide women.

The Task Force regards these divisions among women as injurious to the greatest degree. We regard it as essential that women learn to support each other, to use their strengths for themselves and then for men and children (in the same way that healthy love for others must grow out of a basic and good love of self[1]). We further believe that there is no inherent contradiction between these: that, quite to the contrary, a woman who works for the good of other women works to the betterment of children and men — to the true betterment of humankind.

The tragedy of this is that, in our experience, whenever a woman said, 'Well, I'm not a Women's Lib, but . . .' the words and ideas that followed the 'but' were inevitably in close agreement with the substantive ideas of the women's movement. Thus, after some time, we came to the conclusion that the women and men of Nova Scotia are actually substantially in agreement with the basic objectives of feminism and are asking for exactly the same things that women all around the world are claiming as their right.

Are we women really our own worst enemies? The Task Force cannot believe this having seen the strength, the hard work, and the good sense of women and knowing that, without women, there would be no movement to bring about the equality of women.

Yet we have come to believe that 'equality' as such is a restricted goal, which may only result in women using male behavior as a standard against which to measure their

own conduct. Unless women can, by fully participating in society, transform the institutions that operate to dehumanize men as well as women, then we will only succeed in winning 'the freedom to join the world of the coronary and the ulcer.'[2] Therefore, we prefer the concepts of 'Participation' and 'Development.' As women fully participate in the total life of society, as we become free to be all that we can be, not only will we be able to adopt the best of those characteristics, behaviours, and life styles previously regarded as 'masculine'; but the positive aspects of traditionally 'feminine' personality traits, activities, and occupations will be elevated to a place of dignity and respect, such that many will want to, and will be able to, adopt them.

The transformation of society means that, in showing how traditional roles and life styles have been destructive for women because they were restricted to women only, supposed to completely satisfy all of a woman's needs, and supposed to be appropriate for all women, we refuse the solution which says that such roles should be disrespected and discarded. Instead, we strive, by using reason and common sense, to retain what is good in traditional roles, but to free individual women to enlarge and complement these roles, or to reject these roles and choose completely different ones, sharing what was traditionally the 'woman's place' with men.

In order for this to happen, every woman must become aware of the social myths that have kept her 'in her place.' At the present time, the most serious inequalities between women and men are maintained, not by overt legal and social discrimination, but by patterns of socialization and institutional structures (the family, the economic system . . .) which operate in such a way as to make it extremely difficult for women and men to even see the possibilities of departing from traditional roles, let alone actually do so. Women and men must have access to the knowledge that the old ways of doing things are not the only possible ones, or even necessarily the best ones, so that they can see the realities behind the myths and then be able to make a really free choice — not one where society has so stacked the deck in favor of one side that a person is most unlikely to choose the other. For example, the romanticized picture of the mother-child relationship which causes many of us to feel that it is regrettable if the mother of the pre-school child goes out of the home to work simply does not allow us to fully deal with the reality that many mothers are not equally suited to parenthood (e.g., emotionally and physically battered children), that the pattern of full-time mother/homemaker and full-time father/breadwinner may give the child too much mother and too little father. There are many families where the father is the more warm and caring person, the mother the more assertive and work-oriented person, so that the best interests of all might be served by reversing or sharing the roles. Thus, the myth impedes our ability to imagine constructive alternatives which will facilitate the best development of every family and not just those in which there are mothers who happen to be suited, by temperament and experience, to raising children full-time.

The problem is that, for many women, the realization that what they thought were free, personal choices, were in reality greatly influenced by social patterns which have generally been more generous for men's than for women's development. This makes women justifiably angry. Because women sense this, and fear their own anger (and these fears are reinforced by the media myths of the 'militant' women), they often deny the reality of women's inequality and maintain their own sense of psychological safety by saying, 'I consider myself already a liberated woman,' or 'I'm not a women's libber, I like things the way they are.' We believe that it is important to respect a woman's right to do this, so that each woman can begin, at her own pace, to deal with these issues which are so difficult, touching as they do the most personal and intimate aspects of our lives; however, it is even more essential to help women see that they do not need to fear their anger.

Bitterness and hostility to men are not inherent aspects of women's equality. Exactly the opposite is true: women have and are channeling their sense of outrage into constructive, positive proposals for change, into hard, time-consuming, dedicated work to make these changes come about. The Task Force is convinced that the shrill, hostile, man-hating, militant woman is a media myth, a creation largely inspired by fear. In Nova Scotia we have met only women who commanded our respect — intelligent, sensible, strong, warm and caring people, with humor, reason, and dignity. Where they were indignant, it was with just cause and, indeed, they could not, as responsible citizens, be otherwise in the face of injustice. It is true that many men fear that women's equality means women's destructive anger and women's domination. Having met the women of Nova Scotia, the Task Force knows that these fears are **not** based in reality and we are convinced that, in time, men too will come to see this.

In the meantime, we appeal to women to support each other, to stop putting down other women by saying 'I'm just a housewife' or 'I'm not for Women's Lib,' to respect both the older, more traditional woman's ways of doing things, the younger woman's more assertive style; and to keep in mind that each of these women is trying to live her life and improve the position of women in the way that is most natural for her.

We ask the women of Nova Scotia to realize that equality, participation, and opportunity to fully develop are the birthrights of every human being and that it is just

and right that women should claim these for themselves. We ask every woman in this province to make of herself all that she can, working side by side with her sisters, to make this province a growing place for herself, her daughters, her sons, and her men. We believe that the Government of this province must do no less than support the just and noble cause of its womenfolk by implementing the recommendations in the chapters that follow.

1 E. Fromm, *The Art of Loving*, Harper and Row, 1973.

2 Germaine Greer, Television appearance, 1970.

2 Work Inside the Home

Homemakers

The homemaker's* job is a varied one. She (he) is usually the manager of the home; she is responsible for the care and feeding of a spouse and children. It is the homemaker who passes on to her children the values which she cherishes. It is she who sets the standard of family life. The homemaker's life is concerned with caring for her home and the people in it. Often she does not take time to care for herself.

The homemaker's time is to a large extent taken up with simple maintenance of the home. It is obvious that women cannot have true equality until housework is considered as work and not 'women's work.'[1] Both women and men are competent to do budgeting, scrub floors, to prepare healthy meals, and to care for children. Why, upon marriage, is the woman given full responsibility for the maintenance of the home and the family? The social attitude is particularly unfair in its application to women who work both outside the home and inside the home. On marriage, men and women should recognize that they enter into a partnership of equals, and that housework as well as other tasks become shared responsibilities.

Housework is generally considered to be low status work; perhaps this stems from the low status of the people who do it — women. There are several characteristics which apply almost universally to housework: 1) its almost exclusive allocation to women; 2) its usual association with economic dependence in marriage; 3) its status as non-work, as opposed to 'real' (i.e. paid) work; and 4) the fact that, in the lives of women, it usually takes priority over other roles.[2] The person who works in the home raising children is performing an essential service to society, and society must begin to realize the value of this service.

For a homemaker, the home is the workplace, and its boundaries are also the boundaries of family life. This places great restrictions on the life of a woman who works in the home. Her job is not well-defined: she is responsible for virtually everything which happens within the four walls of her home. She is tied to the home much more exclusively than is a person who works outside the home. She is there 24 hours a day. These can hardly be considered normal working hours. She gets no relief when she is ill; she gets no maternity leave. She gets no paid vacation or vacation pay.

The average full-time homemaker spends between 3,000 and 4,000 hours a year on housework.[3] The amount of time spent on housework shows no tendency to decrease with the increasing availability of domestic appliances, or with the expansion of opportunities for women outside the home. While automation and the improvement in living conditions generally decreases the amount of housework to be done, homemakers today do not seem to be spending less time doing housework than their mothers. The disappearance of the extended family has also served to counteract the impact of technological change on the homemaker's time. One study has shown that there has been a decrease of thirty minutes per day since 1927 in food preparation and after-meal cleanup, but since that time there has been an increase of **more** than half an hour for marketing, record-keeping, and management.[4] Even when she holds full-time employment outside the home, the average woman still works at least 4 hours daily at housework.[5]

The federal Royal Commission on the Status of Women discussed the problems inherent in the role of the homemaker. According to their research, there are over 3½ million women in Canada whose full-time employment is the care of their families and homes.[6] While there are certain disadvantages to working in the home (i.e. isolation, financial dependency, lack of fringe benefits), the job does have many positive factors. The homemaker is her own boss: she can set her own hours, define her activities, and engage in creative and socially useful work.

The modern homemaker has a dual role: she is both fulfilling what society considers to be her 'feminine' role, and she is a worker involved in an occupation which has all the characteristics of other work, except one — it is unpaid. One well-known economist suggests that the approval which society gives to the person who thus serves the well-being of her family serves as a substitute for monetarycompensation.[7] He sees the homemaking role as an exploited one:

> The modern household does not allow expression of individual personality and preference. It requires extensive subordination of preference by one member or another. The notion that economic security requires that something approaching half of its adult members accept subordinate status is not easily defended.[8]

Whether or not Galbraith's view is accepted, it cannot be denied that homemakers suffer from the lack of value associated with their work. In our society, social status is largely based on occupations; sociologists have said that the job of the homemaker is a 'pseudo-occupation' in that it is not part of the economy, is not hired and paid for in the usual way, and has no recognized professional status.[9] In a society which measures prestige and status by the amount of money a person earns, and which generally devalues the contribution of women to society, it is not surprising that the person who states her occupation as 'homemaker' often feels that she has no status at all. Everyone agrees that her work is very important, but no

* A 'homemaker' is a person who cares for a home, and can be a single, married, male or female person.

one seems willing to publicly acknowledge it in concrete terms.

The dilemma of the homemaker could quite easily be solved. The availability of different kinds of child care facilities[10] would enable a mother to have some time to herself, away from the home. Women all over the province told the Task Force that access to some variety of child care is a necessity even when the child is primarily cared for in the home.

Economic Dependence

Lack of economic independence and security in the marriage would in some way be counteracted by implementation of the Task Force's recommendation regarding joint ownership of the family home, and co-ownership of all property acquired by husband and wife after the date of the marriage. This would mean that husband and wife are partners, in fact as well as in theory. The contribution of one spouse in terms of home work and maintenance, meal preparation, child-rearing, and nurturance, would thus be considered of real value to the marriage partnership, and considered of equal value with the financial contribution of the other spouse. The 'community of property' system would apply during the course of the marriage; it is by the fact of the marriage that they are considered to be partners. If the couple were to divorce, both partners would be assured of receiving one-half interest in the assets of the marriage.

The issue of paying wages to homemakers is a topical one,[11] and one which raises difficult questions. On what basis would homemakers be paid, and who would pay them? How would we ensure that the system wasn't being abused? Can Canada afford to pay wages to homemakers? Would this not be better accomplished by the provision of a guaranteed annual income?

A study prepared for the Royal Commission on the Status of Women estimated that the work of homemakers amounted to 11% of the Gross National Product.[12] At least one American study has estimated what a decent wage for a homemaker should be: at 1970 U.S. rates for equivalent employments, homemakers supposedly do $257 worth of work per week or some $13,364 per year.[13] As long as the anomaly exists that women are working in the home, but not getting so-called 'fringe benefits,' our society will be discriminating against women. The people we have talked to around the province have not made up their minds on this issue; therefore, we do not feel that we can make a recommendation on the subject of pay for housework. However, this is an area that must be studied, at the highest level. The important work of homemakers **must** be brought into the economy.

1 *The Task Force recommends that the provincial and federal governments initiate study into the best way of including the work of homemakers in the economy, and that they devise appropriate ways of ensuring that the homemaker's work is financially recompensed.*

Another way of giving homemakers some sort of compensation for their work, and to provide them a measure of financial security on 'retirement,'* is by including them in the Canada Pension Plan. This would to some extent alleviate the financial dependence of homemakers by recognizing their work within the home as being regular employment. Here are five of the proposed plans for extending coverage under the Canada Pension Plan to spouses at home, which have been presented to the federal government by different groups:

(a) allow spouses at home to contribute on a voluntary basis;

(b) split all Canada Pension credits earned by each spouse equally between the husband and wife;

(c) split all Canada Pension credits accumulated during a marriage equally between the spouses on the breakdown of the marriage;

(d) impute a fixed level of earnings for all 'registered homemakers,' on the basis of which Canada Pension benefits would be payable in the future, and divide all credits equally between the spouses; and

(e) allow a specified number of years of low or zero earnings to be excluded from the contributory period if those years occur during a time in which the contributor stays at home for child-rearing purposes.

The Task Force feels strongly that none of these proposals, standing alone, is acceptable. The system of splitting pension credits either during the marriage or on marriage breakdown merely has the effect of spreading too thinly an already inadequate sum of money. Voluntary contributions seem a reasonable idea, but the proposal would not extend to those homemakers who need it most — the poor. The final proposal, designed to ensure that the average pensionable earnings of parents who withdraw temporarily from the labour force to raise children are not affected adversely by these decisions, is good as far as it goes; however, it makes no allowance for the homemaker who has not been in the paid labour force at all. Nor do any of these proposals cover the situation of an **unmarried** woman who has not been in the labour force because, for example, she is caring for aged parents.

The Task Force has neither the resources nor the expertise to find the solution to this problem. Our

* It should be noted that homemaking is usually a life-long job; most homemakers cannot look forward to the luxury of retirement.

governments — both federal and provincial — must work together on this issue, and give it priority status. Governments must recognize that so long as a person is totally economically dependent in our society, her (his) self-esteem will suffer; as long as a person performs a job, that job should be compensated and recognized in some socially acceptable and standard way.

2 *The Task Force recommends that the provincial and federal governments give their urgent attention to the matter of providing coverage for homemakers under the Canada Pension Plan, by embarking on an in-depth study (with participation from Nova Scotia women) with recommendations for a solution which will extend equitably to all full-time homemakers.*

Status of the Homemaker

The various schemes proposed as sources of income for homemakers do not, in the opinion of the Task Force, adequately come to grips with the problem of making housework part of the economy. Simply to 'let the government do it' is out of the question, economically, and is a solution that Nova Scotia women view negatively. Income schemes may not erase the feeling among some people that the work of the homemaker is not valuable.

Just as employees in other jobs, homemakers take pride in their work, and would like someone else to recognize that they are 'doing a good job.' If homemaking was a high status profession, there would be criteria for evaluating her skills. Why can't the job of homemaking be developed to include the attributes of a profession? Such attributes include a specified body of knowledge about the occupation, standards of performance and evaluation, certification or recognition of the individual meeting these standards, and conventions to promote exchange of knowledge and continuing education. The 'body of knowledge' on homemaking already exists in the discipline of home economics.

A voluntary accreditation system for the evaluation of the work of the homemaker could give her the opportunity to have her parenting, home management, household maintenance, and other skills recognized as being skills of a professional. The participants at a recent Homemakers' Convention[14] felt that the most important problem facing them was the question of recognizing their own self-worth, as well as having others recognize and value them as workers. This is a project which would adapt itself well to voluntary groups.

The Homemakers' Convention[15] was an important turning point. First of all, women admitted to themselves that they were of sufficient value to warrant a day-long conference. Among the concerns expressed by those women was the isolation of homemakers, and the guilt which many women feel when they take time solely for themselves. They were concerned by the insulting and damaging way they are portrayed in the media and in advertising. Isolation and lack of transportation were major problems, especially in rural areas. They felt that they needed information, as well as a wide range of supportive services, including more child care facilities and educational opportunities.

The Task Force is convinced that creative solutions are needed in order to integrate the homemaker into the mainstream of society. If marriage is to be considered a partnership, household labours must be divided between husband and wife. This idea does constitute a major break with the traditional socialization of men and boys; but the change is necessary in order to improve and equalize the positions of men as well as women. Fathers must play a more active role in raising children, and in caring for their wives. Women are frequently in the position where they are so preoccupied in caring for others that they have no time or energy to care for themselves. This lack of personal space may be a major cause of discontent among homemakers. It cannot be changed without support from their men, children, and society.

Farm Women

The problems faced by the homemaker are compounded when the homemaker lives on a farm, away from an urban area. Not only must she perform the usual chores associated with keeping a home and a family, but she often does not have access to some of the labour-saving facilities which urban women have in close proximity to their homes — supermarkets, cleaning establishments, department stores, etc.

According to the Report of the Royal Commission on the Status of Women,[16] the last two decades have marked some significant changes in the functions of a farm wife, as the nature of farm work has responded to automation and modernization. As farming becomes more and more a business operation, the wife frequently performs important managerial and bookkeeping duties, in addition to her household chores. While the farm woman actively participates in the running of the farm and the household, her status is still financially dependent on her husband. The salary of a farm woman who works on her own farm may not be deducted from her husband's income, but it can be treated as income if she chooses to work on a neighbour's farm. This surely is a ridiculous situation. This dependence has serious consequences both in terms of her status as a marriage partner and as an employee.

3 *The Task Force recommends that the provincial government urge the federal government to amend the* Income Tax Act *to provide that income paid by a farmer to his spouse may be tax deductible.*

All homemakers, but especially women in rural areas, suffer from isolation. This isolation is frequently psychological as well as physical. The homemaker must have choices open to her, if she is to acquire any degree of freedom. The solutions to the problem seem obvious. Part-time work in the paid labour force would benefit those women who seem stifled by lack of social contact and fulfillment from their work at home.[17] This would necessitate the availability of child care services to give women the opportunity to leave their homes occasionally. Not only part-time, but 'drop-in' child care is needed, so that a woman with small children can take time from her children to do such necessary things as go to the dentist, the grocery store, or to the library.[18] Many women engage in volunteer work to satisfy some of their needs which are unfulfilled by work at home. Transportation services in the rural areas heighten the isolation of the farm women; non-urban municipalities must recognize this fact, and attempt to alleviate the problems. Appropriate extension courses at convenient times, with child care when needed, should be available to all women as part of the continuing education programs of school systems and universities.[19]

While homemaking may be recognized as work, it does not have those services associated with it which are usually associated with occupations. It seems preordained that homemaking is a lifetime job; therefore, there is little opportunity for transferring from one job (homemaking) to another. Counselling and re-training should be available to assist homemakers upon entering or re-entering the paid labour force. The work of the homemaker must also be recognized as valuable work experience on application forms for jobs in the paid labour force.

Responsibility for Homemaking

Even where a wife and mother works outside the home, she is burdened with the responsibility for full-time housework. The Task Force endorses the concept of marriage as a partnership in which husband and wife share equally the responsibilities for the housework, child care, and economic functions. While individual couples should be able to work out their own arrangements, the pressure of social traditions may operate so strongly that the wife feels that the home and children are naturally 'her job.' Studies[20] show that husbands of employed women give no more help with housework than husbands of full-time homemakers. 'Contrary to popular belief, . . . husbands do not share the responsibilities of housework. They spend only a few hours a week at it, and most of what they do is shopping.'[21]

To ensure that women do not end up with this double burden, adding to the mental health stresses they already experience, it is necessary to counteract traditional patterns and give couples a **real** choice.

4 *The Task Force recommends that the provincial government, through Department of Education curriculum and materials and through the media, actively promote the idea that household and child care responsibilities should be shared jointly by the employed husband and wife.*

Matrimonial Property

At present, property is considered to be owned by the person who pays for it. The implications of this 'law of separate property,' in the context of marriage, are enormous. While the bad effects of the law do not **actively** affect husband and wife until the marriage is over, and while the problems can be averted by husband and wife owning property jointly, our present property regime may in itself be a factor in the subtle subordination of women, even while the marriage is alive. Our laws affecting property ownership of married couples can be extremely unfavourable to married women, especially those who do not contribute financially to the marriage. Problems arise when a woman is involved in a small business, either alone or with her husband. The case of *Murdoch v. Murdoch*[22] vividly illustrates this. Mrs. Murdoch tried to obtain a share of the ranch to which her husband held title; her contribution of work and management was dismissed as being what was expected of any farm wife. This denies to married women, who have maintained the family as well as contributing countless extra services to the home, any share in the property or financial gains that have been acquired during marriage by the **joint** contributions of husband and wife. This decision struck a hard blow at women in the home, by saying that 'if she has not contributed money, she has not contributed.' One good effect of the case was that it stimulated much serious discussion on the possibilities for reform.

The alternatives to the law of separate property are, basically, to reform the law as it now is, or to accept a full or qualified joint property scheme.* The former approach retains the law of separate property but gives the court a discretionary power to transfer property between the spouses when the marriage is terminated.[23] While the non-financial contribution of a woman at home and other relevant factors would be taken into consideration, and while this approach usually results in a fairly equal division of the property, it does not recognize the idea of marriage as a **partnership,** nor does it give fixed property rights to husband and wife.

The other alternative to the law of separate property is to start from the premise that marriage is a full and

* The Law Reform Commission of Canada makes the following classifications: 1) separation of property with a discretion in the court; 2) community of property; and 3) deferred sharing.

complete partnership, so that all property acquired by either spouse after their marriage, with the exception of gifts and inheritances, is considered to be owned jointly by both husband and wife. This is commonly known as 'community of property.'[24] The common property would be divided equally between the spouses at the end of the marriage. A modification of this full community property system has also been considered, so that the co-ownership would only arise when the marriage terminates, rather than from the day the marriage began.[25] This latter approach would not change the present status of property ownership during marriage. Studies[26] have shown that most women, regardless of whether they contribute financially to a marriage or not, feel that marriage is a real economic partnership, despite the fact that in most cases the law would not consider it so. The Task Force accepts the concept of marriage as a partnership of equals, and feels that the laws governing matrimonial property should be drafted to recognize and give effect to this partnership.

Co-Ownership of Matrimonial Property

After considerable study of the alternatives, the Task Force has concluded that a property system based on co-ownership of property acquired by husband and wife after the marriage, jointly controlled by the spouses, should be adopted in Nova Scotia. This conclusion is based on the assumption that marriage is a partnership of shared needs and responsibilities, and that the roles of financial provider and homemaker are of real and equal value to the marriage. The Task Force feels that only full community of property acknowledges the equal position of both partners to the marriage. It is this approach which most adequately reflects the notion of happily married couples that property common to the marriage is the property of both husband and wife, rather than that of the spouse who paid for it. In terms of recognizing the value of the work and effort provided by the spouse who takes care of the home and family, co-ownership of matrimonial property can be seen as a more satisfactory solution than providing wages for housework.

Such legislation should apply to all couples married **after** the law comes into effect; people who were married before this date could choose by contract to be bound by the community property system. It can be expected that there will be couples who will choose not to be bound by this system — who may prefer to make their own property arrangements by contract. It is important that they should have the right to do so. As to the property which would be included, all property brought into the marriage by the spouses would remain their own property, while all property acquired during the marriage (except gifts and inheritances) would be owned by both. On separation or divorce, all property brought into the marriage by either spouse will be returned to that spouse, and all property acquired during the marriage will be divided equally between husband and wife, regardless of marital conduct.

Full co-ownership of matrimonial property presupposes a system for exercising control over the assets. Some jurisdictions provide that the husband has this control, while others provide for joint management by husband and wife. Only a 'joint management' approach reflects the equal position of both husband and wife. What this means is that no transactions involving community property can be made without the consent of both spouses. This rule should apply to all community real property, personal property worth more than approximately $1,000, and gifts of community property. Since business assets are included in the definition of 'community property,' special considerations with regards to management will have to apply. The Task Force suggests that where both spouses participate in a community business, either spouse can deal with the community business property, subject to the following restrictions: 1) any dealing with real property assets requires the consent of both spouses. (The only exception to this requirement would occur when the business itself is buying and selling real estate); 2) consent of both spouses is required for the disposal of substantially the whole of the business. Where one spouse only participates in a business, that spouse is the sole manager of the business and is free to make all decisions regarding the assets of that business, but also subject to the above restrictions.[27]

The community property or joint sharing regime could be severed by contract between the parties, by court proceedings (divorce, nullity, separation or a finding of financial irresponsibility of one spouse) and death. There may be situations in which a full and equal division of all property acquired after the date of the marriage will be inequitable, in which case the court should have a certain discretion to alleviate hardship caused by a straight 50/50 division.

A community property approach to the ownership of matrimonial assets is the **only** property system which accepts the value of a spouse's (usually a wife's) non-financial contribution to the home and family. It is the only system which accepts the equality of husband and wife, while disregarding their stereotyped role models. Marriage **necessarily** implies a partnership; the division of duties, either housekeeping or 'bread-winning,' within the marriage, is not considered relevant to this basic partnership idea. However, despite its obvious benefits, the community property regime will create some problems, in particular in the areas of pension funds and insurance, treatment of debts, income tax, and in our land registry system. The Task Force does not have the

resources to study the technical details of implementation; we feel that, were this scheme to be adopted, the Washington and California legislation, as well as the British Columbia research, will provide useful guidelines. While the transition from a separate property system to one of community property would not be achieved without some difficulty, it is felt that those problems which may arise do not override the desirability of adopting the system.[28]

5 *The Task Force recommends that the provincial government enact legislation providing that both husband and wife are deemed co-owners of all real and personal property acquired after the date of the marriage, with husband and wife having joint control over these assets.*

Co-Ownership of the Family Home

While the 'family home' is included as part of the community property, the Task Force feels that special protection is needed to ensure that the home is in fact deemed to be jointly owned. Therefore, legislation should be enacted providing that, in the absence of any written contract to the contrary signed by the spouses, the family home should be considered to be the jointly owned property of both husband and wife.* This could be effected by a legal statutory presumption that the home is held jointly unless there is very clear evidence of a contrary intention or unless certain special circumstances exist. Such legislation should apply to **all** married couples, including those married before the Act was passed.** The basis for this proposal is that the spouses should be treated as partners in acquiring, paying for, and improving the family home. It is particularly obvious in relation to the family home that the contribution of the spouse caring for the home and the family (usually the wife) is equally as important as that of the spouse who pays the mortgage. Each spouse would have an immediate and equal interest in the home, without inquiry into intentions, contributions, or conduct. An equal right to occupy the home would flow from this presumed joint ownership.

This statutory joint ownership should have the same effects as a 'joint tenancy' at law, i.e. where one joint owner dies, his share goes to the other joint owner. The property could only be disposed of with the consent of both. Once the home is deemed to be jointly owned, the ownership is no longer related to the marriage itself. Thus, the co-ownership would not be automatically dissolved on termination of the marriage.

In general, the right of co-ownership of the family home would not be subject to judicial discretion. But a judge, at a court proceeding on termination of the marriage, would have the power to order **how** the equal ownership rights of the parties would be best recognized (i.e. by selling the property and dividing the proceeds, or by one party keeping the home and granting a settlement to the other party). The Task Force feels that a certain leeway must also exist where there is a child of the marriage: either spouse having legal custody of any child of the marriage should be permitted to occupy the home if the court considers that it would be in the best interest of that spouse and child. Some flexibility must also be shown in cases where the family home was owned by either husband or wife before the marriage, or where the marriage was a very short duration.

6 *The Task Force recommends that the provincial government enact immediate legislation providing that both spouses are presumed to be joint owners of the family home, unless a contrary intention appears or unusual circumstances exist.*

Dower

Associated with the property rights of married women is the concept of 'dower,'[29] a legal creation which gives to a married woman an undivided one-third life interest in her husband's real estate on his death. The original reason for dower was to provide maintenance for a married woman after the death of her husband. Dower came into existence in an age where a wife had no legal status apart from her husband. For example, before the passage of the *Married Women's Property Act* in 1884, a married woman could not hold property in her own name; thus, at that time, dower rights did afford a certain protection. However, it was a very limited protection. Moreover, the widow's rights to dower were lost altogether if she committed adultery.[30]

If the Task Force's proposal for co-ownership of the family home is accepted, the *Dower Act* and the common law equivalent for the widower of a female landowner ('curtesy') will become irrelevant and redundant.

The Task Force submits that any protection that was once provided by the *Dower Act* will be given more fully and more equitably by the provision of co-ownership of the family home.

7 *The Task Force recommends that the* Dower Act *and the* Dower Procedure Act *be repealed, on implementation of the presumed joint ownership of the family home.*

---

* The co-ownership principle would apply to only **one** home at any one time, and would only apply to that home which is actually being used as the family residence.

** On the other hand, co-ownership of matrimonial property (**excluding** the family home) would apply automatically only to those married **after** the legislation was passed.

1 Jessie Bernard, 'Changing Family Life Styles: One Role, Two Roles, Shared Roles,' *The Future of the Family*, complied by Louise Kapp Howe, Simon and Shuster, New York, 1972.

2 Ann Oakley, *Housewife*, Penguin, London, 1974.

Kathryn E. Walker, 'Homemaking Still Takes Time,' *Journal of Home Economics*, Vol. 61 No. 8, October, 1969.

3 Calculated from 5 studies cited in *Housewife*, fn. 2.

4 Kathryn E. Walker, 'Homemaking Still Takes Time,' fn. 2.

5 Kathryn E. Walker and William H. Gauger, "The Dollar Value of Household Work,' New York State College of Human Ecology, Ithaca, New York, Consumer Economics and Public Policy No. 5; *Information Bulletin 60*.

6 at page 33.

7 John Kenneth Galbraith, 'The Economics of the American Housewife,' *Atlantic Monthly*, August, 1973.

8 See fn. 7, p. 80.

9 G. Fullerton, *Survival in Marriage*, Holt, Rinehart and Winston, Toronto, 1972.

10 See Chapter on Children: Our Natural Resource.

11 Marcie Ross, 'Should Housewives Be Paid for their Work?', *The 4th Estate*, May 14, 1975.

12 Report of the Royal Commission on the Status of Women, Information Canada, Ottawa.

13 Ann Crittenden Scott, 'The Value of Housework: For Love or Money,' *Ms*, July, 1972.

14 Held at Mount Saint Vincent University, Halifax, October 16, 1975.

15 See fn. 14.

16 at p. 41.

17 See Chapter on Work Outside the Home.

18 See Chapter on Children: Our Natural Resource.

19 See Chapter on Opportunities for Learning.

20 J. Vanek, 'Time Spent in Housework,' *Scientific American*, Oct. - Nov. 1974.

21 See fn. 20, at p. 118.

22 (1974), 41 D.L.R. (3d) 367 (S.C.C.).

23 In effect in New Zealand, Britain, British Columbia and the Northwest Territories.

24 Such a system is in effect in the states of Washington, California, and other U.S. states. It was in effect in Quebec until 1970, and is favoured by British Columbia's Royal Commission on Family and Children's Law (1975).

25 This type of approach is used in Quebec, and has been recommended as the most appropriate system by the Ontario Law Reform Commission and the Royal Commission on the Status of Women (1970).

26 L. W. Downey Research Associates Ltd., *Matrimonial Property in Alberta: and Attitudes*, cited in Institute of Law Research and Reform, University of Alberta, Working Paper on *Matrimonial Property*, 1974.

27 See *Report on Matrimonial Property*, Sixth Report of the Royal Commission on Family and Children's Law, Vancouver, 1975.

28 It should be noted that eight of the United States and many European countries have operated under this system for many years with no adverse effects.

29 Dower presently exists in four of the ten Canadian provinces — Nova Scotia, Ontario, New Brunswick, and Prince Edward Island — all provinces which are still governed by the law of separate property. Dower was completely abolished in England in 1925.

30 *Dower Act*, R.S.N.S. 1967, Ch. 79, s. 8.

3 Work Outside the Home

Employment

Virtually all women work, whether inside or outside the home. At its best, work is an enriching experience, giving the worker the opportunity to use many talents, to utilize her potential, and to grow towards personal self-fulfillment. Work inside the home is every bit as important and valuable as work outside the home; the main difference is that housework is not generally **paid** work. However, no one would deny that housework is work, in the true meaning of the word, and worthy of recognition.[1]

Work does not have meaning and dignity unless there is a **choice,** and unless the workers share some of the fruits of their labours. However, even where women are engaged in paid work, they are usually limited in their choices to jobs which society generally considers to be 'women's' jobs,* i.e. in the clerical or service sector. The cultural attitudes towards so-called 'menial' jobs in no way corresponds to their value to society; but these attitudes are frequently even accepted by the workers themselves. There is a great need to re-educate people on the changing values associated with work and sex roles. Employers must be encouraged to integrate into the work force those attributes, activities and characteristics which are commonly regarded as 'feminine,' by promoting a more positive attitude towards the employment of women, both in the home and in the labour force. We must come to realize that all people have a right to grow through meaningful work, that there is no such thing as 'men's work' and 'women's work,' and that whether a job is done by a man or a woman should have no bearing on either the intrinsic value of the job or the rate of pay that it carries. In addition, the Task Force feels strongly that all employees, including those who do 'menial' jobs, should be able to participate in the decisions which concern them and their jobs.

More and more, women have been entering the paid labour force. In 1960, married women made up only 19.2% of the total female labour force in Canada; today they comprise 57.6% of that labour force.[2] One third of all working women are unmarried, and presumably responsible for their own support; they are often responsible for contributing to the support of others, as well. Despite the trend towards larger numbers of women in the paid labour force, the gap in the average annual earnings of women and men full-time workers has increased between 1967 and 1972.[3]

Special problems arise when women enter the paid labour force. A large part of the problem lies in the ambivalent attitude that some women have towards their own success, as well as the often unconscious prejudices that men have towards women in the labour force. Often a working woman, especially if she is married, feels guilt at not concentrating solely on what society still accepts as being her true function, that of homemaking and child-rearing. Subtle problems also face working people. For example, tradesmen and delivery people assume that a woman will be at home during the day, and schedule their services with this in mind. Frequently, a working wife takes time from work to wait at home for a repair person, who doesn't arrive for several hours. Would it not be just as easy to schedule some of the necessary delivery services and repair work during the evening hours, when the adults are usually at home?

Moreover, married women who move into the paid work force are not moving from the homemaking job into another one, but rather they are adding yet another set of duties to those which must be performed at home. Women who work outside the home do, on average, four hours of housework every day in addition to their outside job.[4] Not until maintenance of the home and family is seen as a responsibility to be shared by all members of the family will women be able to have the time, let alone the energy, to devote to contributing more fully to society or to the enrichment of their lives, in the job market or otherwise. By sharing the family responsibilities between husband and wife, not only is the wife freed from some of her burdens, but men acquire something which many of them have not previously had the opportunity to experience — the satisfaction of bringing up and caring for children, and the confidence which comes from being able to deal with all aspects of living and maintaining a family.

Not only is the representation of women in the work force changing, the pattern of work itself is undergoing change. Today, it seems to be the exception, rather than the rule, that a person stays in one job during her (his) whole working life. As jobs get scarcer and the number of people looking for them increases, a job may soon be seen to be a privilege. The ever-growing unemployment figures emphasize that a job is something which will be more and more valued. Many people pursue several different careers in a lifetime, and see employment as a lifetime process of continuing education. However, the length of the work week and the conditions of work in most fields of employment were developed and continue to be based on a model which presents the man as wage earner, and the woman as homemaker. As men and women share more equally both family and 'job' responsibilities, employers must begin to look upon their workers not only as employees as such, but also as individuals whose paid work has a bearing on their families, their private lives, and the general good of society.

---

* In our own provincial Civil Service, a recent salary survey showed that not only was the average pay for men considerably higher than that for women, but that 70% of women civil servants were in 2 traditionally female categories — clerical and nursing; only 10% were in management categories. Moreover, in 1974, only 19% of those making over $10,000 per year were women.

Labour unions[5] have the power to bargain within their industries for equal pay for work of equal value, flexible hours, part-time work, child care facilities for workers with children, non-sexist benefit plans, maternity leave without loss of seniority, and the abolition of 'rug-ranking.'* Unions must come to realize that they represent female as well as male workers, that workers with small children have special needs (e.g. child care facilities), and that the trade union movement — which has made such gains for workers in the past — must take a hard look at what it is doing for its women members today.

Present Obstacles in the Work Place

The barriers between work and home may in some part be broken down by finding alternatives to full-time work, and by 'humanizing' the work force. While part-time work may have some disadvantages, the Task Force feels that these are outweighed if the part-time worker is given the benefits (pro-rated) of the full-time worker. Making part-time work with pro-rated fringe benefits an option for both men and women would allow greater flexibility for single workers, and would permit married workers the freedom to arrange their lives in a way that fits their needs, allowing each spouse time to spend with the family or in leisure activities. Each partner could then have the valuable experience of performing work outside the home. The use of flexible hours in certain types of jobs would allow people to choose to work hours which would fit in with their home responsibilities, without placing a burden on the employer. This could be effected by requiring people to work a certain number of hours during the regular workday, and allowing them some flexibility, on a regular basis, in working the remaining number of hours. These approaches would lead to less rigidity in the work sector, and certainly for many people would make work a more tolerable, productive, and enjoyable experience. Employers must begin to meet the personal as well as financial needs of their workers, and one important means of doing this would be by providing attractive child care facilities for employees' children at the job site. Hopefully, more employers will be working towards the goal of providing all employees, at whatever level of responsibility, with the opportunity to take a leave of absence to update their skills, or to take part in continuing education programs. During that period of leave, employees would continue to pay into health and fringe benefit plans, and would not lose seniority and opportunities for promotion.

Work plays a significant role for a very long time in the lives of most people. It is imperative that young men and women be given the opportunity to familiarize themselves with different jobs, so that they will be able to make a more informed choice when the time comes for them to establish career patterns. Nor must the value of people who have reached retirement age be ignored. Society must find ways to derive the benefits from their life and work experience. This could be done by encouraging such employees to retain some affiliation with their employers through part-time employment, assisting with in-service training programs, or acting as consultants.

Advancement opportunities for women are generally very limited. This applies both to professional women and to those at the other end of the job ladder. While it is easier to focus on government in dealing with problems of advancement opportunities for women, private employers must also realize that they must change their attitudes which impede the progress of women.

8 *The Task Force recommends that private employers and the provincial Civil Service Commission take active steps to ensure that work is a humane and enriching experience, by*

(a) *making part-time work, with pro-rated fringe benefits, available to both men and women;*

(b) *adopting flexible working hours, where appropriate to the normal business operations;*

(c) *encouraging part-time occupational experience for young people in different areas of work, to help them make appropriate career choices;*

(d) *providing attractive child care facilities for the children of employees, at the job site;*

(e) *encouraging part-time, consulting or honorary (i.e. on an emeritus basis) work for people beyond the usual retirement age; and*

(f) *providing facilities for rest and recreation at the work site for both men and women.*

Women in high-level positions

Despite the fact that women represent one-half of the total population of Canada and one-third of the labour force, their representation in some parts of the economy bears no relation at all to their numbers. There are many corporations which have no women on their boards of directors, many government boards, tribunals and Commissions with no women members. There are still few women in decision-making positions in politics and the professions. No true democracy can exist where the

* The term 'rug-ranking' refers to the practice whereby a secretary's salary is based on the level and status of the person she works for, rather than the duties she performs.

concerns of half the population are not considered, and where one-half of the population rules the other half.

9 *The Task Force recommends that the provincial government set an example for the rest of the economy in making it a policy to appoint women to provincial boards and commissions, to top civil service posts, and to positions of authority, at least in proportion to the number of women in the paid labour force.*

Clerical workers

People who perform clerical jobs,* both in private industry and in government service, have universal problems: 1) their jobs and salaries are tied to their boss's, so that promotion only comes when **he** is promoted (i.e. 'rug-ranking');[6] 2) they do not usually have job descriptions, and as a result frequently are asked to do things which should not be part of their job; 3) they do not have adequate counselling services should they wish to move out of secretarial work; and 4) clerical jobs are usually 'dead-end' positions without opportunities for advancement to higher levels.

Personnel officers, both male and female, should be available to all those who need them. This function could be handled by the Civil Service Commission and Canada Manpower; however, it is of great importance that personnel officers or counsellors undergo training in order to understand the problems facing women at work, so that they can combat their own unconscious sexism. Women must be given encouragement to enter non-traditional work fields, to develop skills, and to enroll in upgrading programs. This challenge does not appear to have been met by Canada Manpower, which has comparatively few female counsellors in some areas, and which does not always inform women of openings and opportunities in non-traditional fields. Additional help by way of training courses should also be given to women re-entering the labour force after several years at home.

10 *The Task Force recommends that the Nova Scotia Civil Service Commission immediately ensure, in all government departments and agencies, improvement in the conditions of clerical workers, by*

(a) *abolishing the system of 'rug-ranking' for secretarial employees, and establishing in its place a job evaluation program emphasizing the employee's duties, skills, and experience;*

(b) *establishing job descriptions for non-professional employees, especially clerical and secretarial employees, so they will know what their functions should be, and be afforded a pay increase or re-classification if they take on added duties; and*

(c) *recognizing secretarial and clerical experience as being relevant in filling senior, non-professional administrative positions.*

11 *The Task Force further recommends that the Nova Scotia Civil Service Commission and Canada Manpower expand and improve their counselling and training programs by*

(a) *providing adequate counselling services by both male and female counsellors, to all employees, but especially to clerical and secretarial workers, who wish to move out of their current fields;*

(b) *requiring all counsellors and personnel officers to undergo training to educate them on the problems and needs of working women, and to attempt to remove unconscious sexist attitudes which they might hold;*

(c) *actively informing women of opportunities in non-traditional lines of work, and encouraging women and men to take training and to apply for jobs in these fields;*

(d) *encouraging women re-entering the labour force after several years at home to take upgrading courses or to learn new skills so that they can find appropriate employment more easily;*

(e) *considering work at home as well as volunteer work as 'work experience' on all application forms; and*

(f) *ensuring that training programs and all conditions of such programs (such as training allowances) are equally available to men and women.*

Legislation Providing Equal Opportunities

In Nova Scotia, our legislation providing equal opportunities for working women is contained in the *Labour Standards Code*[7] and the *Human Rights Act*.[8]

(1) *Labour Standards Code*

This statute deals with labour standards, such things as equal pay for equal work, maternity leave, and the minimum wage. The Nova Scotia *Labour Standards Code* provides that women must receive the same pay as men if employed in substantially the same work done in the same establishment (s.55). However, despite the legislated equal pay provision, women in general **continue** to be less well paid than men.[9] Salaries of Canadian women are substantially lower than those of men because the **type** of

* Of the 3 million working women in Canada, one-third are in clerical positions, one-fifth are in service occupations, one-fifth in the professions (mainly nursing and teaching), and about one-tenth in production work.

jobs which women hold are those which are generally less well paid. Our equal pay legislation is not addressing itself to the basic problem.

Positive enforcement of our present law would be an improvement; but more comprehensive legislation is needed to ensure that the pay of a particular job is not related to the sex of the person who is doing the job. Convention 100 of the International Labour Organization,[10] which was ratified by Canada in 1972, deals with the concept of 'equal pay for work of equal value.' Implementation of this idea would eliminate the loophole in our legislation under which women continue to receive low pay because there are no men doing exactly the same job. Such a system would operate on the basis of a point system whereby every job is rated according to specified criteria (i.e. training and technical skills required, number of persons supervised, decision-making authority). The fact that certain larger employers in Canada (e.g. CBC, Federal Public Service) have accepted this concept of job evaluation, and the fact that Canada has given her **express consent** to the concept of equal pay for work of equal value, shows that this is a concept with serious merit. Only a legislative change incorporating this idea would end the ongoing, though perhaps legal, discrimination which presently exists.

12 *The Task Force recommends that the provincial government act positively in bringing the salaries of women up to those of men, by implementing through legislation the concept of equal pay for work of equal value.*

The *Labour Standards Code* also provides for maternity leave, which can be taken 11 weeks before the estimated date of birth; a woman is obliged to take 6 weeks' leave after the birth, unless a legally qualified medical practitioner specifies a shorter time, in writing. It should be noted that the *Unemployment Insurance Act* makes maternity leave benefits payable during a flexible 15-week period, between 8 weeks before and up to 15 weeks after the birth. Our *Labour Standards Code* should be amended to recognize this change.

An additional way of approaching the problem of unequal representation of women in any but the lower echelons of the work force is through the vehicle of **affirmative action.** Such a program puts the onus on the employer, rather than the employee, to prove that he (she) has not discriminated. Sex bias, whether conscious or unconscious, is so pervasive in our society that positive mandatory steps must be taken to alleviate it. American legislation provides that companies under contract with the federal government must ensure fair treatment to women workers through affirmative action, to alleviate all discrimination. The Task Force feels that such an 'affirmative action' clause should be considered a term of such a contract; non-compliance would either result in rectification of the situation or termination of the contract.

13 *The Task Force recommends that every employer who directly or indirectly receives government monies, as well as the government and its agencies, be under an obligation to file an 'affirmative action plan' with the Department of Labour, requiring that the employer*

(a) *analyze the jobs in which women are not utilized to their full potential;*

(b) *set numerical goals* (not *quotas) for the employment of women;*

(c) *set a specific timetable for increasing the utilization of women; and*

(d) *describe in detail the methods to be used in complying with the plan.*

A major flaw in the *Labour Standards Code*[11] is that it does not cover domestic workers, the majority of whom are women. Not only are these women poorly paid, but they cannot take advantage of maternity leave, the minimum wage, or other provisions of the Code. Nor are they covered by the *Workmen's Compensation Act.*[12] This is a traditionally exploited group of people. Some of the administrative difficulties which would arise by extending these benefits to the domestic worker could be solved by the creation of a Domestic Workers' Bureau, run either privately or by government. This office would keep records of those needing work and those who need the services of a domestic worker, and would act as the employer of the workers, collecting the wages for the services of the worker and making payroll deductions. It would ensure that the workers were, **in fact,** being protected by our labour legislation.[13]

14 *The Task Force recommends that Regulation 2(1) under the* Labour Standards Code, *exempting domestic servants from the application of the Act, be repealed, and that measures be taken by the Department of Labour to devise the best method of ensuring that domestics receive the benefits to which they are entitled.*

Another type of exploitation that sometimes exists is that of part-time workers. This affects women at both ends and at all levels of the employment ladder — from the retail store clerk to the university lecturer. Part-time workers are often used as a source of cheap labour. Those working part-time are often paid less than full-time workers, receive no fringe benefits, and are not taken into consideration when advancement opportunities arise. The part-time worker must be expressly included in the coverage of the *Labour Standards Code.*

15 *The Task Force recommends that part-time workers be covered by the provisions of the* Labour Standards Code, *and the conditions of employment such as pay and fringe benefits be provided on a mandatory, pro rata basis.*

It is of little use to strengthen the *Labour Standards Code* if its provisions are not going to be enforced. There is no arm of the provincial Department of Labour which enforces **positive compliance** with the legislation; persons must first lay a complaint. For various reasons, many people may be reluctant to lay a complaint against their employer. The Department should be initiating investigations[14] in areas under their jurisdiction (i.e. equal pay and minimum wage), and should also have the power to report their findings to the Minister, who should act on them. Not only must the Department be actively investigating problem areas, but the staff should be made aware of the special problems facing women in the paid labour force.

16 *The Task Force recommends that the provincial Department of Labour take an active role in enforcing the provisions of the* Labour Standards Code, *by*

(a) *ensuring not only that there is a reasonably equal proportion of male and female departmental officers, but that these employees receive appropriate training to make them aware of and sensitive to the problems and issues facing working women; and*

(b) *by making investigations and enquires, on its own initiative, into any area covered by the legislation, and where non-compliance is discovered, by treating it in the same way as any violation of the Code.*

(2) *Human Rights Act*

The *Human Rights Act* deals with many forms of discrimination, including that related to sex. The Act specifically makes it illegal to discriminate on the basis of sex in 'employment, conditions of employment or continuing employment, or the use of application forms or advertising for employment, unless there is a bona fide occupational qualification based on sex,' (s. 11A(1) (d)). An example of real discrimination which has been held to be non-discriminatory is the use of restrictions (e.g. weight and height) which, in fact, eliminate women job applicants.[15] Further, some employers will not hire married women on the grounds that marriage and children will hinder a woman's effectiveness on the job.

The Nova Scotia statute does not forbid discrimination in employment based on marital status. However, 7 of 11 provinces and territories (excluding Quebec) **do** include discrimination based on marital status in their legislation.[16]

Women workers continue to receive different treatment in terms of employee fringe benefit plans. Despite the existence of the *Human Rights Act*, these practices still exist even within the provincial Civil Service. Women frequently have different benefits, different premiums, different retirement ages; factors such as the 'head of the household' concept, age, marital status, and need are sometimes considered; complications due to childbirth are generally excluded from disability plans. These situations should all be rectified.[17] Specifically, actuarial tables used in calculating pensions should not take into account the distinction between men and women.[18]

The Human Rights Commission, like the Department of Labour, does not initiate investigations where it thinks the act is being violated, but waits until an individual makes a complaint. This means that many of the worst cases of discrimination may not even be reported.

The *Human Rights Act* requires that a person take her (his) complaint to the Commission. While Section 30(1) of the Act implies that there may be access to the Court without going through the Commission, this should be clearly spelled out in the legislation. A violation of the *Human Rights Act* should be treated as a violation of any public statute. There should be room for access to the courts, should the complainant feel that the conciliation process is either unnecessary or ill-advised. There should be a provision to the effect that, if conciliation is not reached within a specific time period, the person may take the complaint to court.[19]

17 *The Task Force recommends that the* Human Rights Act *be amended so that*

(a) *discrimination based on marital status in employment is illegal;*

(b) *the term 'conditions of employment' in s. 11A(1) (d) of the Act be defined to include employee fringe benefit plans, and further that regulations be passed stating that the use of actuarial tables which take into account the differences between men and women are illegal, and that the level of benefit or the cost of premiums should not vary because of the sex or marital status of the employee;*

(c) *the Human Rights Commission must publicize all the decisions of boards of inquiry, so that employers and employees, as well as the general public, will be made aware of what is, and is not, discriminatory behaviour;*

(d) *where the conciliation process has gone on for at least 3 months and the case has not been settled, or where the complainant feels that it would be unwise or unnecessary to attempt to conciliate the issue, the complainant should have direct access to the Court,*

represented by her (his) own counsel, and assisted by legal aid, if she (he) qualifies; and

(e) ***regulations define the term 'bona fide occupational qualification based on sex' contained in Section 11A(1)(d) of the Act.***

---

1 The special status of the homeworker is dealt with in Chapter 2.

2 Statistics Canada, May, 1975.

3 'Sylva Gelber Optimistic About Women's Work,' *Toronto Globe and Mail*, January 15, 1976.

4 Ann Oakley, *Housewife*, Penguin, 1974.

Kathryn E. Walker, *Time Use for Homemaking Work*, New York State College of Human Ecology, Cornell University.

Kathryn E. Walker and William H. Gauger, *The Dollar Value of Household Work*, New York State College of Human Ecology, Cornell University.

5 Although women workers account for one-third of the total labour force, they make up less than one-quarter (22.6%) of the membership of trade unions. Little more than one-fifth of all women who are members of the paid labour force are members of trade unions.

6 Both the CBC Task Force on the Status of Women, and the Federal Public Service have recommended and are implementing a system of job evaluation for clerical work. Salaries will then depend on skills and responsibilities, rather than the boss's salary.

7 Stats. N.S. 1972, Ch. 10, as amended.

8 Stats. N.S. 1969, Ch. 11, as amended.

9 Recent figures from the Canada Department of Labour show that the average full-time female worker makes a little more than half the salary of the average male worker.

10 The I.L.O. is that arm of the United Nations which deals with labour standards on the international level.

11 Regulation 2(1) under the *Labour Standards Code*.

12 Stats. N.S. 1968, Ch. 65, s. 2(2)(e).

13 See Recommendations 67 and 68 of the Report of the Royal Commission on the Status of Women.

14 The British White Paper 'Equality for Women' (September, 1974) recommends a similar procedure.

15 *In the Matter of a Complaint under the Human Rights Act by Roberta R. Ryan, against the Chief of Police, the Police Committee of the Town of North Sydney, and the Town of North Sydney*, December 2, 1975.

16 Those provinces which do not forbid discrimination in employment based on marital status are Nova Scotia, Prince Edward Island, Newfoundland, and Saskatchewan.

17 The Report of the Task Force on Section 4(1)(g) of the Ontario *Human Rights Act* (1973) deals in detail with discrimination in fringe benefit plans on the basis of sex and marital status.

18 Submission to the Task Force from the Corresponding Members of the Committee on the Status of Women Academics at Acadia, Dalhousie, College of Cape Breton, Mount St. Vincent, St. Francis Xavier, and St. Mary's Universities

19 In the *Ryan* case (see fn. 15), the alleged discriminatory incident took place on December 20, 1973. The decision was not filed until December 2, 1975. This is a delay of 2 years.

4 Children: Our Natural Resource

Child Care

During the hearings in every part of the province, the Task Force was told of the urgent need for child care facilities. Provision of good child care, at a reasonable cost, is essential to improve the quality of life for women both in the labour force and at home. These are basic needs which can no longer be ignored.

The Task Force believes that the greatest resource of this province is its children, and that Nova Scotia has, up to this point, not responded adequately to the needs of the pre-school child. All members of society, be they married or single, share the responsibility for ensuring opportunities for the maximum growth of all the children in their society. The approach of the Task Force to child care is a positive one. The child care centre must be recognized as necessary and as contributing to the social good. It must offer every child the optimal conditions under which to grow socially, physically, intellectually, and spiritually. By providing child care for children in the absence of their parents,* child care centres can advance and strengthen the quality of family life, and take a large burden from the shoulders of the parents.

Child care can properly be seen as a complement to the 'mothering' and 'fathering' that the child receives during the hours that the parents or other responsible adults are at home. Group child care provides for the child a different range of physical and emotional experience than are to be found at home, and there are particular advantages to both child care and home care.

Numerous studies emphasize the view that group child care is or can be as good for the child as home care.[1] The concept of the harm of maternal employment outside the home on small children is being questioned by some psychologists, who argue that there is little evidence to support the theory that separation from the mother is detrimental to the development of small children.[2] Being away from the parents for part of the day is not the same as 'maternal deprivation,' which refers to lack of stimulating and personal attention from a parent or loving parent substitute.[3] Children who receive intellectual and verbal stimulation at a very early age frequently have considerably higher IQ's than those without such an advantage.[4] It has been pointed out that it is not the number of hours the parent(s) spend away from the child that is important; rather, it is the quality of attention the child receives when she (he) is with her (his) parents.[5] This body of research supports the idea that the introduction of positive stimuli in the early years can have a permanent effect on the child's development, and questions whether group child care may have particular advantages over home care.

Child care services have also been plagued by the prevalent disapproving attitude towards the working mother, i.e. that she should stay at home and look after her own children. This punitive attitude ignores the reality that in many families, it is not only the mother but the father that is in the paid labour force, and that withholding good child care only visits upon the children society's anger with the parents.

According to recent statistics provided by the Department of Social Services, there are 1,200 children in government-subsidized child care centres in Nova Scotia, and 375 children in private child care centres licensed by the province.[6] It has been estimated that there are at least 10,000 children of working parents in the province who have a need for child care.[7] This illustrates that only about 15% of those needing child care services actually have access to them. It became apparent during the Task Force hearings that Nova Scotia parents are most anxious to fulfill their responsibilities to their children in the best way possible. However, in order for employed parents to discharge these responsibilities, they must have access to good child care arrangements. Parents see the goal of universal, high-quality child care as being a great benefit to their children, themselves, and society.

Jurisdiction Over Child Care Services

Child care has long suffered from the 'welfare stigma,' partly from being administered by the Department of Social Services, and partly from the current method of subsidization. Both of these factors stand to be examined, despite the view of the Graham Commission, whose recommendations relating to child care were, for the most part, traditional in the extreme.[8] A fundamental change in the official and popular attitude toward child care is essential: child care is and must be recognized as a social good rather than as a welfare measure. To this end,

18 *The Task Force recommends that*

(a) *jurisdiction over child care services be transferred from the Department of Social Services to a separate division of the Department of Education; and*

(b) *child care services be administered through the Department of Education with mandatory participation from the Departments of Social Services, Health, and Recreation, as well as from concerned, involved parents.*

Setting Up A Child Care Centre

Municipal initiative

The initiative for setting up child care centres in a given community should come from those who need the service — from the parents. In order that there be sufficient child care facilities to meet the needs of the community, it is

essential that planning for child care services take place at the community and/or municipal level.

The present *Day Care Services Act*[9] provides for centres to be set up and operated by municipal units, and funded as are other municipal facilities, through provincial/municipal cost-sharing. Perhaps the existence of this provision has been overlooked. It would be extremely desirable that municipalities recognize and accept the responsibility for providing child care services to the people in their area.

19. *The Task Force recommends that municipal units, under Section 3 of the* Day Care Services Act, *set up, organize, and operate child care centres sufficient to meet the needs of the particular area.*

Parental initiative

It is also possible for parents to organize their own child care centres, but for several reasons, this may not always be possible or desirable. Studies have shown[10] that working mothers, in addition to working outside the home all day, spend an average of four hours per day on housework. These women don't have the time or energy to devote to organizing child care centres. Moreover, it would encroach upon the few hours that working parents do have to spend with their children. Parents who do work to set up a child care centre have great difficulty in doing so. They usually require some professional help and expertise, particularly when establishing facilities for handicapped children.

The branch of government with jurisdiction over child care should have several development workers in different parts of the province, whose duties should be to stimulate development of child care centres where needed, and to assist local groups in organizing and operating their own centres. These workers should give assistance in preparation and submission of applications, in meeting licensing requirements, and in helping with other tasks necessary to make a child care centre a viable service. The development workers, through their community involvement, would be in a good position to locate children who are in particular need of child care (i.e. handicapped children) and to arrange appropriate services for them. This is needed not only by the child but also by the parents.

20 *The Task Force recommends that*

(a) *the department having jurisdiction over child care services utilize development workers in all parts of the province; and*

(b) *development workers be given the responsibility to stimulate the development of high-quality child care centres and to assist parents and municipalities in setting up and organizing child care centres.*

Planning for Child Care Facilities

With child care services emerging in response to a community need, it will be necessary that the community plan for space to be used for child care centres. Planning for child care facilities must be seen as a social priority, as important if not **more** important than planning for green areas, recreational space, etc. A suitable structure for child care services must recognize the responsibilities of the province, the municipality, as well as the parents, and make child care services an integral part of the community's social service system. Assessment of community needs should include provision for care of children whose parents do shift work, as well as children who are physically or mentally handicapped.

21 *The Task Force recommends that the provincial* Planning Act *be amended to provide that each municipal development plan shall include a statement of policy with respect to the provision of child care services to meet the needs of the community.*

New subdivisions and housing projects must accept the responsibility for providing child care services to their inhabitants, and not plan these projects for the convenience of 'adults only.' Plentiful child care facilities are an important part of attracting industry to the province; the availability of such services makes it easier for management and workers to transfer into the area. Wherever possible, existing facilities such as schools, church halls, and senior citizens' residences should be used to house child care centres. Other types of child care, such as 'drop-in' care, are also needed; shopping centres and large stores could easily provide services such as this to recognize the needs of shoppers. If such facilities are to be used, the regulations under the *Day Care Services Act* will have to be less rigid in their requirements. It should be kept in mind that the majority of pre-school children with working parents are now cared for by babysitters in homes where no inspection whatsoever occurs.

22 *The Task Force recommends that, wherever possible, existing facilities, such as schools, church halls, senior citizens' residences, and apartment buildings, be used to house child care centres.*

23 *The Task Force further recommends that the builders of new apartment buildings and housing projects of a certain size be under a legislative obligation to provide facilities to meet the child care needs of their tenants.*

Neighbourhood Child Care

Parental involvement

All parents and children should have access to a child care centre; from this, it follows that in forecasting the needs of the future, we must place greater emphasis on the needs of the children. The child care centre must be an enriching experience for a child, assisting the parents and the home in laying the best possible foundation for the child's development into a person who can relate to and cooperate with other people. It is important that parents be given every opportunity to participate in the planning and operation of the child care program. In order for a child care centre to function most effectively, close cooperation must exist between the parents of the children in the centre and the workers. Since there is a tendency for professional experts, because of their specialized knowledge, to dominate in decision-making regarding planning and policy, it is imperative that the majority of members on boards of child care centres be parents. They are usually the most immediately aware of their own needs and the needs of their children.

24 *The Task Force recommends that the regulations under the* Day Care Services Act *be amended to provide for maximum parental and community participation and involvement in child care, by*

(a) *ensuring mandatory parental involvement at the government planning and policy level; and*

(b) *ensuring that parents whose children are enrolled in child care centres constitute the majority of members on any child care board, and that there be reasonably equal representation of men and women on these boards.*

Staff

Studies have shown[11] that the lower the ratio of child to worker in a child care centre, the more positive is the experience for the child. The present regulations require one staff member for each seven children under school age and one staff member for every fifteen children above school age.[12] Positive experiences in the early childhood years often reap benefits in terms of later social adjustment; it has been demonstrated that the incidence of juvenile delinquency is lowered when children have had a happy and healthy environment from the ages of one to seven. Furthermore, staff in child care centres should be diverse and representative of the neighbourhood and society being served. Therefore, those who work with children will represent different age groups, social-economic groups, and life and work experiences.

25 *The Task Force recommends that the regulations under the* Day Care Services Act *be amended to provide for the highest quality of child care, by providing*

(a) *that the staff/child ratio be improved, especially in the case of pre-school age children, from the present 1:7 to 1:4; and*

(b) *that staff diversity should be emphasized, so that the staff in any one centre will be representative of different age, sex, racial, and social groups, and where possible of different backgrounds in training and experience.*

High-quality child care depends primarily upon the staff — their personalities, knowledge, and training. It is important that the staff be warm, caring people who are truly effective in working with children. They must be sensitive to the emotional as well as the intellectual needs of the children.[13] The Task Force feels that it is neither desirable nor feasible to require that all child care workers be university-educated.

26 *The Task Force recommends that the department having jurisdiction over child care services*

(a) *expand the child care worker training programs at the university, technical school, and vocational school levels;*

(b) *ensure that child care worker training programs emphasize the importance of sensitivity, warmth, and empathy in dealing with children; and*

(c) *establish standards of training and experience for various levels of child care workers.*

Family Child Care

Those families who require or desire child care do not all have the same needs. Some parents may prefer that their children be cared for in a private home, particularly those who are infants, or school-age children needing care at lunch time or after school. The Task Force feels that the government should lend support to a system of child care which covers both neighbourhood child care centres, and family child care. The term 'family child care' refers to private homes where, **under the direction of a child care centre,** a substitute parent supervises one to five children. This differs from regular baby-sitting arrangements, which isolate the baby-sitter in her own home and do not give her the advantages of regular participation in the labour force.

A family child care worker would be an **employee** of the child care centre so that he or she would have full occupational status, and be eligible for employee benefits such as pension, workmen's compensation, and vacations.

This allows the employees the opportunity to build up work experience and credentials, as well as making them eligible to move to other positions in the child care system. In addition, a central child care system with a number of affiliated family child care homes could then have a 'floating' staff member who could go to the various homes to lend a helping hand at certain times of day, such as the lunch hours.

Supervision by the child care centre director, and the stimulation of attending staff seminars and workshops, would allow the family child care worker to grow and develop professionally — to become a more effective and loving parent substitute. Staff meetings would give her (him) a chance to exchange ideas and have help in solving problems. Equipment, toys, and educational materials would be sent on a rotating basis from the child care centre to the affiliated homes, improving the quality of the child's environment at little or no additional cost.

People caring for children in family child care homes would be licensed by the child care authority, so that parents would be assured that the facility complies with the minimum provincial standards. An important aspect of accepting family child care is that people using the services of such homes should be able to obtain provincial subsidies, whereas financial assistance cannot be obtained towards the cost of private baby-sitting arrangements.

The Task Force regards the concept of affiliation with a child care centre, as described above, as critical to the concept of family child care. Without this, it becomes merely licensed baby-sitting and leaves the woman in a role remarkably like that of the traditional homemaker, without many of the compensations of that role. We strongly urge that provincial licensing and subsidies only be available to family child care homes that are affiliated with a child care centre.

27 *The Task Force recommends that the provincial government incorporate into our child care system a network of licensed family child care homes affiliated with a child care centre, covered by reasonably flexible provincial regulations.*

28 *The Task Force recommends that parents whose children participate in family child care be eligible for provincial subsidies.*

In summary, the Task Force envisages a network of services located in relatively small units in various parts of the community, under the umbrella of a child care centre. It is vital to keep the parts of the network sufficiently small that they foster caring and intimacy, and the network itself small enough to be neighbourhood-oriented.

Employer-Supported Child Care

Child care is not and should not be considered solely a 'woman's concern.' Not only are men, as fathers, equally responsible for children, but the healthy development of every child should be an issue of vital importance to society as a whole. There will always be a place for parent co-operatives. Unions should be negotiating contracts which make provision for child care services for the children of their workers. 'On-site' child care, if provided in good faith by the employer, would have the advantage of convenience, in permitting parents and children who are at the same location to meet for short periods of the day. Moreover, it is imperative that universities become actively involved in this issue, by providing child care facilities to the staff and students.[14] Young mature students in many cases cannot go to university unless some provision is made for their children. Universities must set an example for other less privileged employers, by providing on-site child care facilities.

29 *The Task Force recommends that unions, government, universities, and other employers provide on-site child care facilities for the children of their employees.*

Support Services

As part of enriching the quality of family life, the child care centre is an ideal place from which the knowledge of family life and effective parenting can be taught to all parents in the community. Training effective parents is becoming more and more possible.[15] An important adjunct to the child care centre would be the provision of support services to parents, so that the centre would operate as a real community resource. This further means that the centre would have to offer a variety of innovative programs to meet local needs. The concept of neighbourhood playgroups is one such program.[16] A playgroup is a small group of children aged from eighteen months to school age who meet regularly to play together. The groups are run by the mothers themselves on a rotating basis, either in their own homes or in community halls. Many times the Task Force heard young homemakers ask for access to part-time child care, so that they can be more effective parents. This would give them a break from 24-hour child care, and would provide time in which they could serve the community as paid workers or volunteers. Outreach programs, including seminars and group discussions for parents and workers, should be provided. These should be open to all parents in the community, not just those whose children are enrolled in the child care centre.

The centre would serve as a resource for equipment, toys, and educational materials, on a 'lending library' system. Contact with the centre staff would allow discussion, help in handling problems, and would stimulate mothers and fathers to grow and develop as

effective, loving parents. The centre, including the affiliated child care homes, should be actively involved in preventive medicine, by providing services on a regular basis for testing and inoculations. The centre could also provide a method for early identification of learning and social disabilities.

30 *The Task Force recommends that child care centres, including affiliated family child care homes, offer support services to parents, staff, and children, by*

(a) *sponsoring discussions, seminars, and workshops in effective parenting, open to all parents in the community;*

(b) *offering, to family child care workers and regular staff, orientation seminars and other group programs, where needed;*

(c) *ensuring that all children in family child care homes or in a child care centre be afforded the opportunity for early diagnosis of physical, learning, or social disabilities; and*

(d) *ensuring a variety of programs, such as nursery schools, after-school and part-time care, and neighbourhood playgroups, to meet local needs.*

Funding

The matter of funding for child care is a sensitive one. The sliding fee scale presently in use in Nova Scotia is good in that it lets low-income families take advantage of child care. However, child care is not a need **only** for the financially underprivileged. Our fee scales are punitive not only to the poor, who suffer from the 'welfare stigma' attached to child care services, but also to middle-class families, especially those with more than one child. Many families with two working parents, whose income is just above the subsidization level, are hard-pressed to afford the unsubsidized rate for children in child care. With inflation, most people are at work because they **must** work. The government must recognize that people with children cannot work unless they have affordable, accessible child care. Child care is a **priority issue** to the women of Nova Scotia, and should be seen as such by their government. Failure to provide such services results in neglected children.

31 *The Task Force recommends, as an interim measure, that the government ensure that the fee structure for child care be made more responsive to the needs and means of the users, by*

(a) *raising the limit over which no provincial subsidization is available, and indexing that figure to increases in the cost of living;*

(b) *extending the subsidy program to the users of family child care services; and*

(c) *provinding start-up grants to equip and supply new centres, development grants to equip and supply existing centres, and renovations grants for alterations and improvements to relatively permanent premises.*

32 *The Task Force recommends that the provincial government approach the federal government on the matters of*

(a) *amending the* Income Tax Act *so that full child care costs are deductible; and*

(b) *enacting a national Child Care Act under which federal funds will be available on a cost-sharing basis for the building and running of child care centres.*

33 *The Task Force recommends that, since all members of a given society are responsible for their young, the provincial government adopt as a long-term goal the provision of child care services funded out of general taxation revenues.*

---

1 M. E. Keister, A review of experiencing — establishing — operating — evaluating a demonstration nursery centre for daytime care of infants and toddlers, Mimeo, Final Report, June, 1970, University of North Carolina at Gainsboro.

B. M. Caldwell, C. M. Wright, A. S. Honig, and J. Tannenbaum, 'Infant Day Care and Attachment,' *American Journal of Orthopsychiatry*, 1970, 40.

Anna-Beth Doyle, *Infant Development in Day Care*, Sir George Williams Faculty of Arts, Concordia University, 1974.

2 L. H. Yarrow, 'Separation from Parents During Early Childhood,' in *Review of Child Development Research*, eds. Martin L. Hoffman and Lois W. Hoffman, Vol. 1, New York, 1964.

H. L. Rheingold, *Social Behavior in Infancy*. Review Paper presented to XIX International Congress of Psychology, London, 1969.

3 J. Howells, 'Fallacies in Child Care: that Separation is Synonymous with Deprivation,' *Acta paedopsychiatrica*, 37(1) 1970.

4 E. Schaeffer, Results Presented in Congressional Record, Proceedings and Debates of the 91st U.S. Congress, First Session.

5 Bruno Bettelheim, *The Children of the Dream*, MacMillan, New York, 1969.

6 Submission to the Task Force by Jackie Barclay and Margaret Veniot on behalf of Parents for Better Day Care.

7 See fn. 6

8 The Graham Commission felt that day care should continue under the jurisdiction of the Department of Social Services (Rec. III/48/3), and that it should be aimed primarily at disadvantaged children (Recs. III/48/6, 12, 22, 24, 26, 30, 34, 35). They did not see day care as being good in itself, nor do they recognize the special needs of working mothers. Thus, while they state that 100% employment should be the provincial goal, they do not recognize women's right to hold jobs.

9 Stats. N.S. 1970-71, Ch. 13, Section 3.

10 Ann Oakley, *Housewife*, Penguin, 1974.

Kathryn E. Walker, *Time Use for Homemaking Work*, New York State College of Human Ecology, Cornell University.

Kathryn E. Walker and William H. Gauger, *The Dollar Value of Household Work*, New York State College of Human Ecology, Cornell University.

11 Doyle, 'Infant Development in Day Care,' see fn. 1.

12 Regulation 15(9).

13 D. W. Johnson, *Reaching Out*, Prentice-Hall, New Jersey, 1972.

14 Joy Groombridge, 'Room for the Children,' *Adult Education — National Institute of Adult Education*, Vol. 48 No. 3, September, 1975.

15 As an example of materials that many parents have found helpful, see Thomas Gordon, *Parent Effectiveness Training*, New American Library, New York, 1975.

Wesley Becker, *Parents are Teachers*, Research Press, Champaign, Illinois, 1971.

Haim Ginott, *Between Parent & Child; Between Parent & Teacher*, Akon Press, New York, 1973.

16 Submission to the Task Force from Eastern Kings Playgroup Committee, June 11, 1975.

5 Opportunities for Learning

Education

While we recognize that it is the responsibility of society, through its institutions, to ensure that all young people are given every opportunity to achieve their full potential, in this section of our report we are primarily concerned with the education[1] of women and girls.

Learning is a life-long process[2] which encompasses much more than the schooling which we receive during our early years. It is also much more than mere training for a particular job. The Task Force accepts the premise that it is the job of the teacher, at all levels of the educational system, to prepare the environment to facilitate meaningful learning.[3] It has been said that the goal of education should be to develop a society where people can adapt to change, rather than remain rigid and inflexible; thus, the focus should be not only on teaching, but also on creative, self-initiated learning.[4] It may be difficult to ensure self-initiated learning in large public school systems; however, the demands of tomorrow cannot be met by rigid educational programs. Today's skills may be of little use in 25 years' time;[5] our schools must be teaching children how to deal with the future, how to make choices, and **how to learn.**

The Child

During the early years, a little girl is open and receptive to varied learning experiences. As she begins to read at home and at school, she finds that her textbooks portray very few little girls doing adventurous things. As one child's book says: 'Boys fix things, girls need things fixed.'[6] She will also find that most children in these books are pictured as being white, Anglo-Saxon, middle-class children. She may observe subtle differences in the way the teacher treats the boys and the girls. She sees that the principal is usually a man, and not a woman. As the years go by, and at all levels of the system (high school, vocational school, university), she realizes that recreational and athletic services are more available to men and boys; many courses are geared toward the male student and the male point of view.

By the time a girl has reached high school,[7] she has probably accepted a devalued stereotype of 'femininity.' She realizes that boys and men are considered to be competent and confident, and permitted to be aggressive and independent, while girls and women are expected to be timid and emotional. Studies have shown that, although 'feminine' traits are seen as socially desirable, far more of the so-called 'masculine' characteristics are positively valued.[8]

Our schools tend to reinforce the sex-role stereotypes that children have assimilated from their parents, friends, and from society. These sterotypes severely constrict the personal and social development of women. A major goal of the school system must be to emphasize behaviour and values which encourage the students to become healthy and responsible adults — whole persons, male and female, rather than stereotyped as masculine and feminine.

It should be clarified, at this point, that sexuality (maleness and femaleness) and sex-roles (masculinity and femininity) are not the same thing. Sexuality involves the basic, physical aspects of being a male or female — that is, a woman is someone who can conceive, give birth to, and breast-feed children. Sex-roles or masculinity and femininity refer to the learned, cultural aspects which are not related directly to female and male sexual anatomy, for example, the idea that 'boys build houses; girls keep house.'[9]

A woman can have a strong sense of sexual identity as a woman and still do 'masculine' things, just as a man can be sure enough of his 'male-ness' to permit himself to express the 'feminine' aspects of his personality. Breaking down the sex-role barriers will free both girls and boys to develop far more fully as individuals, leading to **greater** variation among people, rather than to men and women becoming identical.

We further hold that this would assist both boys and girls to develop a stronger and more secure sense of sexual identity, since they will not feel that to have any of the characteristics of the opposite sex reduces their own maleness or femaleness in any way.

The Parents

Since learning is a life-long process and not one centred only in the school, the parents* must be encouraged to take a more active part in their children's education. The Task Force has accepted as one of its basic premises that the users of a service, in this case the parents and the children, must have a strong voice in making the decisions concerning the service. Every effort must be made to encourage greater understanding and communication between parents and teachers, so that they may give each other positive support, rather than each blaming the other when the child has problems. At the school, parent participation should be encouraged at **all** levels (i.e. as volunteer teacher helpers, in Parent-Teacher and Home and School Associations, on school boards, in curriculum planning, and on school committees), in order to make the schools more responsive to the needs of the student. Many times, the Task Force was told by parents that they want to be more involved in their children's education, and that they want to have a voice in the decisions about their

* We use the word 'parent' to include all those responsible for the primary care of children, and include other than conventional parents.

children's education. With the increasing awareness of young people, senior students in the school system and university should be more involved in planning their own learning experiences.

34 *The Task Force recommends that all authorities responsible for education in the province ensure that parents be given a strong voice in decisions dealing with the type of education that their children receive, by*

(a) *encouraging parent participation and involvement in classroom activities and in decisions involving curriculum planning;*

(b) *ensuring that a large proportion of school board members are parents whose children are presently enrolled in the school system;*

(c) *encouraging programs bringing together the parents, the teacher, and where appropriate, the student; and*

(d) *actively encouraging more fathers to be involved in day-to-day aspects of their children's education at the classroom level, and more mothers to take part in the decision-making process, at the administrative and school board levels.*

The Teacher

The teacher is the facilitator of the student's learning, the one who helps the young person discover her own potential, build up trust in herself, and gain independence and decision-making skills. This includes encouraging the child to discover both her 'masculine' and 'feminine' side, believing that a healthy mixture of the two makes for a more fully integrated person.

It is difficult for the teacher to accomplish these positive goals in a system which places women in an inferior position. The school system and the university, as employers, reflect the larger society in their relegation of women to the lower rungs of the job ladder. Women make up the majority of elementary school teachers, with men either teaching at the senior high level, or involved in administration.[10] When the vast proportion of those in the teaching profession are women, why is it that there are so few women in senior positions in the school system? Has women's socialization failed to give them the confidence to apply for senior positions? Is it because it is easier for men to upgrade themselves by taking summer courses? Are married women teachers prevented by their family responsibilities from taking advantage of these courses?

Both women in general and visible minority women in particular suffer from centuries of segregation from the mainstream of society, so that it is sometimes difficult for them to acquire the training, and even the motivation, to aspire to these positions. The school system and the universities, as employers, must make special efforts to bring women forward from visible minority groups, so that the representation of teachers will bear some relationship to the wide diversity of cultural backgrounds of the students.

Learning is a two-way process: the teacher, in both the school system and the university, must be open to learning from the student. In helping the student to cope with the problems of tomorrow, the teacher must herself be in a constant state of learning. She, too, must have new learning experiences so that her knowledge does not become outdated. Refresher courses, supportive counselling, and alternating teaching/administrative duties will help her maintain a fresh perspective and a more accurate awareness of herself, her students, and the changing society.

The school system could benefit by encouraging qualified lay people to serve as teachers' aides in sharing their skills and life experience with students in vocational and regular schools; in the university, relevance could be accented by maximum use of accomplished community leaders as visiting lecturers.

35 *The Task Force recommends that education authorities in the province improve the representation of women at all levels of the education system, by*

(a) *improving the representation of male teachers at the elementary level, and of female teachers at the junior and senior high school and university levels;*

(b) *reviewing and changing hiring and promotion patterns which result in a predominance of male principals, inspectors, supervisors, and administrators;*

(c) *ensuring that qualified women are appointed to school boards, university senates, and boards of governors, in numbers proportionate to their representation in society; and*

(d) *making special efforts, working through minority group organizations, to locate and train women from the visible minority groups to become teachers, counsellors, and administrators.*

There have been many reports showing a consistently underprivileged position for women on the Canadian campus. Approximately 15% of university teaching staff members in the Atlantic provinces are women,[11] and even these few women are mainly found in 'women's' disciplines (i.e. education, the humanities). Women faculty members are found in the lowest ranks of the academic scale, and do not get promoted at the same pace as men.[12] A Canada-wide study of university salaries[13] demonstrated in 1967 that women with comparable

education, experience, and rank earned significantly less than their male counterparts. Since then, these results have been corroborated by intensive studies in many Canadian universities,[14] which consistently found evidence of salary discrimination against female academics.

Fringe benefit plans frequently are vastly different for men and women.[15] Some universities refuse to hire as faculty one member of a family if another has employment at the university.[16] Part-time faculty, frequently women having no other paid employment, often do not enjoy the same opportunities as full-time faculty in the areas of adequate salaries, promotion, tenure, fringe benefits, and sabbatical leave. The university must end this discrimination against women academic employees.

The university also has a responsibility to encourage women to **become** scholars by going to graduate school. Statistics show that the proportion of women in graduate school in 1973 (roughly 20%) was less than it was in 1921 (almost 25%).[17] It is vital to the aspirations of women students to have women faculty members as role models, as it has been found that women are more likely to proceed to graduate school in departments where there are women on faculty. As well, the representation of women in senior faculty positions will not improve until the representation of female faculty in general improves; this will not happen unless there is an increase in the number of women entering graduate school.

36 *The Task Force recommends that Nova Scotia universities improve the status of academic women, by*

(a) *providing the same salary scales for men and women, and fringe benefit plans which do not contain differences based on the sex of the employee;*

(b) *providing the same benefits (pro-rated) to part-time faculty, in the areas of salary protection, promotion, tenure, fringe benefits, and sabbatical leave; and*

(c) *improving the representation of female faculty members by encouraging female students to continue on to graduate school, and by actively recruiting qualified women for faculty, senior faculty, and administrative positions.*

The Counsellor

It is the role of the counsellor to help the student clarify goals and develop strategies for reaching these goals. If counselling is to assist people in understanding their environment and to help them grow creatively and positively in that environment, it is necessary that the counsellor have a clear view of how we may meet the demands of the future.[18] The changing role of women should certainly affect the ways in which counsellors work with girls and women.

The qualities that an effective counsellor must possess are many. She (he) must be receptive, warm, understanding, empathetic; these 'feminine' qualities must be complemented by more active, assertive, traditionally 'masculine' qualities involving direction and positive confrontation. Any truly effective helping person must incorporate both the responsive ('feminine') and assertive ('masculine') components, and be able to assist the young person to act on emotional and intellectual needs with sensitivity and with responsibility.[19]

The young woman who takes her academic, personal, or career questions to the school or university counsellor, or the woman seeking to return to work after years outside the labour force, often encounters a person with preconceived ideas of maleness and femaleness, as well as of male and female careers. In general, it can be said that both male and female counsellors exhibit sexual bias in their perception of females, and are in danger of employing discriminating practices in counselling females.[20] The sex role identities that women have been allowed are both limiting and destructive. Counsellors should be sensitized to their own prejudicial attitudes and the effect they might have on their students or clients.

Counsellors may also be misinformed or uninformed on the facts relating to women in the work force. To counsel women effectively and realistically, counsellors must be free of outmoded conceptions of male and female careers. A major criterion for a good counsellor should be the ability to counsel girls and women in an unbiased fashion.

Surely it is as important to speculate creatively about the future as it is to learn objectively of the past, while seeking to cope adequately with the present. We know that

> . . . an enormous imbalance exists presently in schools and college curriculums, the past receives the most attention, the present some attention, and the future little or no attention. Career guidance can serve as a vehicle for raising the question: "What do my present efforts have to do with what I will be in the future?" . . . Career guidance can serve to sensitize others to the importance of future-mindedness and to reinforce future-focus role images.[21]

Counsellors must also recognize the fact that young women may experience a great amount of role conflict when making their career choice;[22] the counsellor must be sensitive to this problem, and help the young woman to relate her career choice to her total life span and life style. One survey[23] over a recent ten-year period found that women entering and graduating from certain North American colleges in recent years, as compared to women of the mid-1960's are (a) projecting much smaller

families, (b) seeking non-traditional avenues for career development, and (c) broadening their views regarding the role of women in society. Counsellors must not only accept the changing role of women, but must look ahead to the needs of the woman of the future. These results clearly show that counselling based on stereotypical female needs is already outdated and irrelevant.

There are many types of effective helpers. In the school situation, the counsellor is a member of the learning team, and works with the teacher for the good of the student.[24] Female role models in career orientation programs have a positive effect on the aspirations of young women.[25] A diversity of life and work experience enable such helping persons to assist other in their decision-making process.

37 *The Task Force recommends that education authorities in the province improve the counselling services offered to girls and women, by*

(a) *ensuring that both male and female counsellors are available at all levels of the education system;*

(b) *requiring that all counsellors take training programs to educate them to the problems and needs of girls and women, and to attempt to remove unconscious prejudicial attitudes which the counsellor might hold;*

(c) *ensuring that career orientation programs include presentations by women who are successfully employed in both traditional and non-traditional jobs; and*

(d) *actively informing young women of opportunities in both traditional and non-traditional occupations, at all levels from trades to professional, and encouraging them to take training and apply for jobs in these fields.*

Curriculum

The present, but unfortunately seldom the future, role of women in society is reflected in the education system through textbooks, the curriculum, and from the presence or absence of women who act as role models at particular levels of the system. Many studies have been carried out on the subject of sex stereotyping in textbooks;[26] according to the portrayal of women in most of our textbooks, as in advertising, women are primarily engaged in passive, docile activities, while men occupy the dominant and active roles. Noticeably absent from most texts are adventurous heroines, women working outside the home, and those engaged in non-traditional activities. These studies also show that female characters, when present in school books, usually play an insignificant or inconspicuous role.

The Task Force, in meeting women all over Nova Scotia, found that they are involved in a wide range of tasks, both inside and outside the home. It is clear that the school textbooks do not adequately reflect this reality. The Report of the Royal Commission on the Status of Women in Canada[27] concluded that 'sex role imagery in a representative selection of elementary school textbooks clearly indicates that a woman's creative and intellectual potential is either underplayed or ignored in the education of children from their earliest years.'

There is another area in which sex discrimination in the schools exists, and that is in the classroom. Consider the following comments by a former Nova Scotia educator:

> Whenever you give instructions such as "girls go first," or ask for "two strong boys" to fetch and carry, or divide the class for a spelling bee into "girls" and "boys"; whenever you identify an activity, whether it is guitar-playing or guineapig-minding, as "for boys only" or "for girls only"; whenever you help a little girl with a certain task but expect her male classmate to do it himself; whenever you praise a girl for her pretty dress that makes her look "like a real little lady" or approve of a boy who can fight and take care of himself "like a real man," you might think again. For, whenever you set up a dualism, a dichotomy, you are dividing and, in the last instance, enforcing standards that plain girls and peaceable boys will never be able to meet. You are operating on an ideology of sexism. You are stereotyping.[28]

The results of the many studies that have been carried out on sex stereotyping in school texts and in the classroom, especially those reports from Ontario and Alberta[29] show that specific and prompt action in this area is crucial.

38 *The Task Force recommends that education authorities in the province remove sex bias from school texts, curriculum, and classroom practices, by*

(a) *undertaking an ongoing review of school texts currently in use, and by immediately replacing those which reflect outdated attitudes and stereotypes of the sexes;*

(b) *promoting and encouraging courses and materials which emphasize the contribution of women to society;*

(c) *establishing programs to promote interaction between teachers and parents with a view to ending sex discrimination both at home and at school;*

(d) *providing in-service training programs to instruct all teachers in the damaging effects on children of sex stereotyping in school texts and in classroom practices;*

(e) *ensuring that administrators, teachers, and students periodically review and discuss their effectiveness in eliminating sex bias in their schools; and*

(f) *initiating, when appropriate and possible, intensive research and educational programs with girls and women to discover how to stimulate attitudinal change relating to women in education, the home, and all segments of society.*

It is desirable that parents and young people have as many alternatives as possible regarding the type and form of educational programs.

39 *The Task Force recommends that education authorities in the province*

(a) *attempt to provide alternative types of education within the public school system, such as all-boys or all-girls schools, and 'free' or open schools; and*

(b) *wherever appropriate and possible, provide separate classes for exceptional children and young adults with special needs.*

It must be recognized not only that parents and students should have some voice in educational decisions, but that it is necessary that the schools and universities be an integral part of the community in which they are situated. The community, where possible, should become involved in programs put on by the school,[30] and school facilities should likewise be available for community activities. Students attending educational institutions in some remote rural areas may suffer from their natural isolation. These children should be given the opportunity to visit other communities and work sites, as part of their educational program,[31] so that they will be more aware of the world and the choices available outside their community.

40 *The Task Force recommends that education authorities in the province ensure that educational institutions are available for community use, where appropriate, on a 24-hour and year-round basis.*

41 *The Task Force recommends that school boards ensure that the curriculum includes the opportunity for students to visit different work sites, and the opportunity of students from isolated communities to visit other areas of the province.*

Another important element of curriculum which cannot be ignored is the need for values and family life education. One author suggests that

> . . . nothing in the curriculum should be required unless it can be strongly justified in terms of future usefulness . . . why, for instance, must teaching be organized around such fixed disciplines as English, Economics, Math, and Biology? Why not around stages of the human life cycle? or around contemporary social problems . . . or, around the "future of the family" or, life styles of tomorrow?[32]

It is particularly important to maintain personal balance in keeping up with the ever-changing world as well as the changing roles of women and men. Children should be encouraged to discuss and explore, at school as well as at home, ideas pertaining to such things as the dignity of the person, preparation for marriage and parenting, and personal ethics. This would help them to establish their own moral values, and to make choices consistent with these values. This type of course can only be taught by a trained person, sensitized to the needs of the students for direction in this area.

42 *The Task Force recommends that education authorities in the province*

(a) *encourage the establishment of more courses in values and family life education beginning at the earliest possible age, in order to prepare young people for their roles as responsible adults, parents, marriage partners, and citizens; and*

(b) *ensure that such courses present an unbiased and open-minded view of the roles of women and men.*

Since women do not always have equal treatment in educational opportunities and curriculum, legislation is necessary to prohibit discrimination on the basis of sex. Equal opportunities and facilities for sports and research, as well as supportive services, must be provided to all students regardless of sex. Comprehensive and strong legislation such as this would assuredly allow women more and better opportunities to learn.

43 *The Task Force recommends that the Nova Scotia* Human Rights Act *be amended to prohibit discrimination on the basis of sex in all educational courses, programs, and facilities funded directly or indirectly by public monies.*

Women's Studies

The perspective from which a great deal of knowledge emerges is a masculine one. An examination of one of the many texts in popular use illustrates this point.[33] The index to this book, which covered 34 closely-printed pages and three hundred years of history, showed only one woman as making any real contribution to Canadian development. This shows that the contributions of women have been overlooked, and that women and the concerns of women have been neglected as a serious subject of study. And when they **have** been studied, the writer has been biased by traditional attitudes.[34] The academic community continues to approach this subject from the

male perspective, ignoring current important research that is being done on women and their role. The traditional assumptions about sex roles, the family, and the role of women, and the very way in which research on women is being conducted, must be challenged. For example, literally hundreds of research studies have been done on the 'harmful' effects on children of having mothers work outside the home — none have compared the different effects of fathers who work at home (i.e. farmers) and those who work away from home. What if 'absentee' fathers turned out to be detrimental to children? Might our economic planning then have encouraged the small family business located in or near the home, as opposed to the factory, despite the economic advantages of the latter? This shows that the questions which the researcher asks, as well as the methodology and interpretation of the results, play a critical role in the answers found and thus in the way that a body of knowledge develops. And our knowledge greatly affects our social attitudes and policies.

Women will not achieve their full place in society until they are fully aware of themselves as persons, as well as of their past, and until they have acquired the motivation and the opportunity to actively participate in public life. Our educational system has failed in that it has **not** really considered the contributions of women to our society. The ultimate goal is, of course, to change the curriculum, so that all courses of study will pertain equally to men and women. But to achieve this goal, it is necessary, as a remedial measure, that courses dealing with women's experience be offered at all levels of the educational system. Women's studies courses must have two orientations.[35] The first is to uncover and teach all those facts about women which have been neglected in the traditional studies. The second is to emphasize contemporary research, dealing with such things as the changing sex roles and identities of men and women.

The real goal of women's studies at all levels of the education system is to change the perception not only of course content but of the male professionals who usually teach the traditional courses.[36] The cry for women's studies courses is a result of the desire for relevance on the part of the students, and of the recognition that traditional approaches to academic studies have not been free of bias. It has become clear that what was considered 'natural' or 'objective' was actually strongly influenced by historical traditions and social values.[37]

Our schools, at all levels, must also recognize the particular needs of women students, not only for relevant course content, but for libraries with an adequate selection of books by and about women. The university, in particular, also has a major responsibility to support research and offer courses emphasizing the contribution and potential of women. It is vital, too, that what constitutes a 'contribution' must not be defined solely in traditionally 'masculine' terms.[38]

It is also very important for girls and women to learn how to be assertive without being aggressive.[39] Assertive behaviour is that type of behaviour in which a person stands up for her legitimate rights in such a way that the rights of another person are not violated. It is a direct, honest, appropriate expression of one's own feelings, opinions, and beliefs. On the other hand, aggressive behaviour does violate the rights and feelings of the other person.

44 *The Task Force recommends that the role and contributions of women in our society be seen by education authorities in the province as subjects worthy of study and research, and that they*

(a) *offer courses in such things as the history, psychology, and literature of women, and work towards the eventual incorporation of this material into regular course content;*

(b) *offer opportunities for girls and women to take part in assertiveness training programs;*

(c) *ensure that their libraries have a representative selection of quality books by and about women;*

(d) *promote and encourage research involving women and dealing with issues raised by and affecting women; and*

(e) *re-evaluate knowledge in the humanities, and in the social, biological, and medical sciences, in light of the challenges by feminist scholars to the perceptions of traditional knowledge in these areas.*

45 *The Task Force recommends that education authorities in the province and other funding agencies, both public and private, provide adequate funding to facilitate research dealing with issues raised by and affecting women.*

Because sex bias is so deeply entrenched in our educational system; because progress in eliminating these inequities has been so slow; and because socialization is the primary vehicle through which the unequal position of women is maintained, it seems reasonable to require educational authorities to take positive steps to eliminate these disadvantages.

46 *The Task Force recommends that the Department of Education oblige all schools, colleges, and universities in the province to file with the Department an 'affirmative action plan' which would provide a detailed plan and a specific timetable for the elimination of sex bias in textbooks, curriculum, and classroom practices (see Recommendation 38), in*

counselling services (see Recommendation 37), and for the improvement of the representation of women at all levels of the educational system (see Recommendations 35 and 36).

Continuing Education

Learning is a comprehensive human experience which lasts a lifetime. Education must be linked with life, and with the life of the community. One way of ensuring this is through continuing education programs, offered by the school system, the municipality, public and private organizations, and the university.

Women, especially, need new kinds of education to provide them with the means to define their identities and fashion their lives in line with their needs and expectations. Our world, which is changing faster than at any other time in history, requires that we keep up with this change; we must continually be learning in order to equip ourselves for today's and tomorrow's world. Continuous adult education is stressed in the UNESCO Report on Education,[40] which emphasizes that the rapid development of science and the pace at which values are being transformed make it a necessity for every person not only to keep her knowledge up to date, but to perceive it as being ever-changing; and that as the individual becomes more burdened with increasing responsibilities and pressures, it is the goal of continuing education to help her become a more fully integrated personality.

Women need educational experiences which can fit into the pattern of their lives as well as meet their needs for learning. The Task Force recognizes that we are fortunate in Nova Scotia in having a wide variety of continuing education programs at present. However, there are several barriers which must be broken down before the opportunities for continuing education are available to **all** women who want them. Classes must be planned at times most convenient to the student.[41] Where appropriate, child care facilities should be provided if classes are to attract the young mother. Fees for these courses must continue to be kept to a minimum, since women are still economically disadvantaged. Moreover, the fact that student loans in this province are not available to part-time students frequently works to the disadvantage of women. School boards and universities have a clear obligation to provide 'outreach' programs, in professional and vocational as well as recreational training, to meet expressed community needs.

School boards and universities should be making much greater use of television and radio in order to provide programs and courses relevant to women at home. It is particularly useful for women to be able to obtain certificates, diplomas, and degrees through extension studies. Existing correspondence courses could be expanded and additional ones developed to make greater use of radio, television, and audio and visual tapes. Most importantly, students should also have the opportunity to meet in groups to discuss the course material with fellow students and an instructor or resource person. The Task Force sees this as a modern adaptation of the very successful Farm Forum and Citizens' Forum programs of the 1940's and 1950's.

Education in general has not adapted itself to the fragmentation of women's lives. Present systems may actually penalize women for the discontinuities resulting from pregnancy and motherhood; many women express dissatisfaction and feelings of deprivation that this is so.[42]

The particular needs of women must be taken into account when programs are being planned for both continuing professional education and education for leisure and retirement. Many women whose early professional education was in nursing, teaching, business, etc., seek and require appropriate professional 'refresher' or updating programs. When programs for retirement are under consideration, particular attention must be devoted to helping women (and men) adjust to the personal, psychological, and social changes they are undergoing, and help them retain a strong sense of identity and involvement in their community. Self-learning is an ongoing and life-long experience.

Programs for continuing education are of little use unless people are aware that they exist, unless they are accessible to the people who need them, and unless citizens are aware that they can initiate continuing education programs. The Halifax area is fortunate in having the Metropolitan Council on Continuing Education. This association, founded in 1973, is devoted to developing communication, coordination, and cooperation among all agencies, institutions, and organizations involved in promoting continuing education in the Halifax-Dartmouth-County area. This model could be adapted for use in other parts of the province, so that more people will be aware of the continuing education opportunities open to them.

47 *The Task Force recommends that education authorities in the province, and all agencies and organizations involved in continuing education, intensify their efforts to meet the educational needs of women, by*

(a) *providing a wide variety of courses to suit different needs, i.e. extension programs, seminars, weekend workshops, evening courses, radio and television courses;*

(b) *arranging courses at times convenient to women with small children, women who work during the day, and women at home;*

(c) *providing child care facilities, where needed;*

(d) *ensuring that fees for continuing education courses remain at a minimum level;*

(e) *undertaking research and establishing special programs to meet the needs of women at home;*

(f) *ensuring that citizens in all parts of the province are aware that they can initiate continuing education courses (through the Adult Education division of the Department of Education);*

(g) *ensuring that citizens in all parts of the province are aware that adults, regardless of early schooling, are eligible to apply for admission to university as 'mature students'; and*

(h) *encouraging programs for women to meet their special needs for continuing professional education and retirement or leisure-time education.*

48 *The Task Force recommends that the provincial government urge the federal government to extend the present student loan program to part-time students.*

One opportunity which is particularly relevant to women is that of the short 'live-in' course in leadership training. These courses would function to break down the barriers between the home and the community, and would encourage the participant to take a more active part in the life of her community. The 'live-in' element would allow the participant to give her whole attention to the learning experience. Although most women would find it difficult to leave their family responsibilities for even a few days, it is important that they do so from time to time, to reassess themselves and their life in the community. The opportunities and challenges offered to women during the 1950's through the Folk School movement (sponsored by the provincial Departments of Agriculture, Education, and Physical Education) are worthy of careful study and revision to suit the demands of the future. 'Live-in' courses and seminars are an accepted concept for workers in management and professional jobs. Women in the home have almost no access to similar experiences. A return to the Folk School concept would provide an appropriate and much needed supplement to the current provincial continuing education programs.

49 *The Task Force recommends that education authorities in the province provide financial and teaching assistance to community groups who wish to institute 'live-in' or 'Folk School' courses dealing with the concerns of women, the community, and leadership training.*

Public Education and the Media

The role of the media — radio, television, newspapers, books, magazines, film — in the socialization of women cannot be ignored. This is a very real part of our education, since it suggests to us how we should feel about ourselves, and how others see us. The image of woman as portrayed not only in advertising but also in programming more often than not represents the damaging and inaccurate stereotype that is prevalent in our male-oriented society.

The women portrayed in popular advertisements are seen as housewives, mothers, and mothers-in-law, and seldom in other work roles. They are rarely shown making decisions of any consequence; they appear to be only interested in the quality of the polish on their floors and the shininess of their windows. These ads frequently give the products 'supernatural powers,' a practice which insults women by treating them like children. Advertising ridicules 'women's libbers' and mocks attempts to improve the status of women. Young women are shown as striving only to be wives and mothers, or simply to get a man.[43] In terms of numbers, advertising is dominated by men; even in television or in radio commercials where women are being shown, it is usual that the 'voice-over' authority figure is male.

Demeaning though this sort of image may be, it is less obvious than the blatant 'sexual sell,' where a glamourous woman strikes a seductive pose to sell automobiles, after-shave lotions, or electrical appliances. These advertisements reinforce the 'woman as ornament' role, and imply that all women are, or should strive to become, sex objects.

Numerous studies have reinforced the fact that the public portrayal of women in the media is demeaning, insulting, and in many cases disgusting. It even turns women against other women. Recommendations have already been directed to the appropriate agencies, asking them to re-evaluate their stand. We have received letters and have heard in person from many people who suggested that the role of women in the media must change before there can be real improvement in the status of women.

With such general and widespread disapproval of their actions, why does the media continue to bombard us with this picture of the dependent, stupid, child-like housewife? What must we do to make them realize that we will not accept these insulting role models? Either we are powerless, or our power is not being felt.

It is up to the government to remedy this situation; if they are serious about improving the status of women, they will act immediately.

50 *The Task Force recommends that the provincial government act immediately on improving the portrayal of women in the media, by*

(a) *asking the Human Rights Commission to develop guidelines on what constitutes derogatory, demeaning, or disrespectful portrayal of women in the media; and by*

(b) *urging the appropriate federal and provincial agencies to adopt these guidelines on all programming and in all materials which are to be seen, heard, or read in Nova Scotia.*

---

1 The following was given as a definition of 'learning' by the Alberta Educational Planning Committee: '"Learning" we see as a process of man's growth towards self-fulfillment as an individual as well as a member of many groups . . . The time has come to accept the principle that education is life and life is education.'

2 *UNESCO Report on Education*, Learning to Be — a 21-point program for a global strategy in education.

Theodore M. Hesburg, Paul A. Miller, Clifton R. Wharton, *Patterns for Lifelong Learning*, Jossey-Bass Publishers, San Francisco, 1973.

3 Maria Montessori, *The Secret of Childhood*, Longmans, Green & Co., London, 1936.

4 Carl Rogers, *Freedom to Learn*, Charles E. Merrill Publishing Co., Columbus, Ohio, 1969.

5 Alvin Toffler, *Future Shock*, Bantam, New York, 1970.

6 *I'm Glad I'm a Boy, I'm Glad I'm a Girl*, Simon & Shuster, 1970.

7 It has been stated that children learn about sex roles probably before they are eighteen months old, certainly long before they enter school.

Florence Howe, 'Sexual Stereotypes Start Early,' *Saturday Review*, Oct. 16, 1971.

8 I. K. Broverman et al, 'Sex role stereotypes and clinical judgements of mental health,' *Journal of College Student Personnel*, Vol. 16 No. 5, Sept., 1975.

P. Rosenkrantz et al, 'Sex-role stereotypes and self-concepts in college students,' *Journal of Consulting and Clinical Psychology*, 1968, 32 (3).

9 See fn. 6.

10 According to *Education in the Atlantic Provinces* 1970-71 (Statistics Canada), of the 17,377 women found teaching in public schools in Nova Scotia, 82% teach in elementary schools, and 18% in secondary schools. Of the 8,562 men teaching in public schools, 42% are found in the elementary school (mostly in senior administrative positions) and 58% in secondary school teaching.

11 See fn. 10.

12 Margaret Gillett, 'Sexism in Higher Education,' *Atlantis*, Vol. 1 No. 1, Fall, 1975.

13 R. A. H. Robson, *A Comparison of Men's and Women's Salaries and Employment Fringe Benefits in the Academic Profession*, Study No. 1 of the Studies of the Royal Commission on the Status of Women in Canada.

14 *Report of the Principal's Committee on the Status of Women at Queen's University*, Queen's Gazette, Supplement to Vol. VI No.9.

Report on Sex Discrimination in Faculty Salaries at Memorial University of Newfoundland; 1973-74

R. A. H. Robson, 'A Comparison of Men's and Women's Salaries in the Academic Professions,' *CAUT Bulletin*, Vol. 16-17, 1967-69.

15 See fn. 13.

16 Submission from Corresponding Members of the Committee on the Status of Women Academics, (CAUT) at Acadia, Dalhousie, College of Cape Breton, Mount St. Vincent, St. Francis Xavier, and St. Mary's Universities.

17 Margaret Gillett, 'An Analysis of Sexism in the Schools.' Paper given at P.E.I. Teacher's Confederation, Charlottetown, Oct. 17, 1975.

18 Norman S. Feingold, 'Counsellor Competencies for the Eighties,' Counsellor's Information Service, Washington, D. C., Vol. 25 No. 3 Sept., 1970.

19 Robert R. Carcuff, *Helping and Human Relations*, Vol. I, Holt, Rinehart and Winston Inc., New York, 1969.

Arthur W. Combs et al, *Florida Studies in the Helping Professions*, University of Florida Monograph, Gainesville, 1969.

20 Collins and Sedlacek (1974); Pietrofesa and Schlossberg (1970); Thomas and Stewart (1971); Fridersdorf (1970); cited in

Marylu K. McEwan, 'Counselling Women: A Review of the Research,' *Journal of College Student Personnel*, Vol. 16 No. 5, Sept., 1975.

21 Garry R. Walz, 'Swinging into the Future,' *The Personnel and Guidance Journal*, Vol. 53 No. 9, May, 1975.

22 M. S. Horner (1969); cited in 'Counselling Women: A Review of the Research,' see fn. 20.

23 Study carried out at the College Research Centre (CRC), cited in Kenneth M. Wilson, 'Today's Women Students: New Outlooks and New Challenges,' *Journal of College Student Personnel*, Vol. 16 No. 5, Sept., 1975.

24 Russel A. McNeilly and William E. McCann, 'The Role of Teachers in Counselling and Human Relations in the Canadian Setup,' *Canadian Counsellor*, Vol. 9 No. 314, June, 1975.

25 E. D. Elliott (1973), cited in 'Counselling Women: A Review of the Research,' see fn. 20.

26 Linda Cullen, *A Study into Sex Stereotyping in Alberta Elementary Textbooks*, Summer, 1972.

Lise Dunnigan, *School Education: Sex Stereotyping of Roles and Guidance*. A Study commissioned by the Quebec Status of Women Council for Crossroads '75 Conference.

Margaret Gillett, *An Analysis of Sexism in the Schools*. Paper given at P.E.I. Teachers' Confederation convention, Charlottetown, Oct. 17, 1975.

Lous T. Heshusius-Gildorf and Dale L. Gilsdorf, 'Girls are Female, Boys are Males: A Content Analysis of Career Materials,' *The Personnel and Guidance Journal*, December, 1975.

Florence Howe, *Sexual Stereotypes Start Early*, see fn. . 7.

C. J. Ladan, 'Jane's Prerogative: Mediocrity,' *English Quarterly*, No. 8, 1975.

Ontario Status of Women Council, *About Face: Towards a More Positive Image of Women in Textbooks*, 1974.

L. C. Pogrebin, 'Down with Sexist Upbringing.' *Ms*, Spring. 1972.

Women on Words and Images, *Dick and Jane as Victims: Sex Stereotyping in Children's Readers*, Princetown, 1972.

27 at page 175.

28 Margaret Gillet, *An Analysis of Sexism in the Schools*, see fn. 26

29 See fn. 26. The report authorized by the Nova Scotia Human Rights Commission on sex stereotyping in textbooks has not been published, as of February, 1976.

30 Report of the Royal Commission on Education, Public Services and Provincial-Municipal Relations *(Graham Report)*, Recommendation III/52/20.

31. *Graham Report*, Recommendation III/52/29.

32 Toffler, see fn. 5.

33 Margaret Gillett, *An Analysis of Sexism in the Schools*, see fn. 26.

34 Margrit Eichler, 'Teaching on Women,' *CAUT Bulletin*, Vol. 24 No. 1, Sept., 1975.

Margaret Anderson, 'Feminism and the Literary Critic,' *Atlantis*, Vol. 1 No. 1, Fall, 1975.

35 Christine Garside Allen, 'Methodology for Women's Studies,' *CAUT Bulletin*, Vol. 24 No. 1, Sept., 1975. She defines 'women's studies' as 'a field of study which critically examines areas of thought that directly concern what it is to be a woman.'

36 Jill Conway, 'Woman's Place in the Contemporary University,' *CAUT Bulletin*, Vol. 24 No. 1, Sept., 1975.

37 M. Anderson, 'Feminism and the Literary Critic,' see fn. 3.

S. Angrist, Review Essay: An Overview, *Signs: Journal of Women in Culture and Society*, Vol. 1 No. 1, 1975.

K. Boals, Review Essay: Political Science, *Signs: Journal of Women in Culture and Society*, Vol. 1 No. 1, 1975.

M. Eichler, Teaching on Women, *CAUT Bulletin A.C.P.U.*, Vol. 24 No. 1, Sept., 1975.

38 K. Herman and B. Labreque, *Academic Machismo*. Paper presented at the CAUT Symposium on 'The Response of Canadian Universities to Feminism,' October, 1974, Toronto.

39 Jakubowski-Spector, *Assertiveness Training for Women*, Pearlman and Coburn, 1973.

40 See fn. 2.

41 *Graham Report*, Recommendation III/59/6.

42 Patricia Thom, 'Woman and Her Human Rights — Continuing Education,' *Bulletin, Canadian Association for University Continuing Education*, Vol. 7 No. 3, July, 1975.

43 See Conference on Women in the Media, Ottawa, Spring, 1975.

6 Needs for Support

Information and Counselling

The fragmentation of society and the effects of change on the roles of women and men often produce grave effects. The incidence of suicide, drug abuse, and alchoholism among women (and men) indicates that many people are finding it more and more difficult to cope with the pressures of daily life. Women, especially, are constantly reminded by the media that they must take almost complete responsibility for their family's needs. While doing this, they often ignore their own needs. Women, many of whom are isolated within the bounds of their family life, have an urgent need for supportive services and counselling to help them withstand these pressures.

There are many types of crises which can occur in one's life; virtually every individual has experienced some of them. Divorce, delinquency, violence, alcoholism, suicide, illness, rape, drugs, the problems associated with growing up and growing old — these are some of the problems with which women frequently need help. Information on employment, on educational opportunities, child care facilities, homemaker services, legal aid, psychological and financial counselling, should be available to all people, but is essential at crisis points in life.

Personal social services,* provided in a comprehensive and well-coordinated manner, are needed by the women of Nova Scotia. It is impossible to find a solution to a specific problem without an understanding of the background of the problem; for example, in understanding and dealing with the problems of the battered wife, her whole marriage and family life may have to be looked at. Our social service bureaucracy has not provided the answers to these basic problems. Regional mental health clinics (or family development centres) do play an important role. However, they frequently are seen by people as dealing only with 'mental' problems. Many people hesitate to turn to professionals for help, either for financial or psychological reasons. Because of this, a balance must be struck between the use of lay, as well as professional, counsellors.

Crisis helpers — people who are known and trusted in the community and who are aware of community resources — may be more effective in assisting people in problem solving than the trained professional. It is often easier for someone with a problem to approach a voluntary, community-oriented, lay person, than a trained professional, especially in rural areas. The use of neighbourhood lay counsellors, however, must be supported by such organizations in the community as the mental health clinic, which would be involved in selecting, training, and supervising the lay counsellor. Each community has its 'natural helpers,' who are sought out by others in times of trouble. These people should be encouraged by the mental health clinic to approach the clinic and offer their services as lay counsellors.

51 *The Task Force recommends that regional mental health clinics assist in the provision of lay counselling services to communities which need them, by supporting training programs and seminars in effective helping techniques, by aiding in the selection and supervision of workers, and by serving as a resource to be utilized by lay community counsellors.*

These personal social services are presently being provided by voluntary groups operating 'help lines,' women's centres, transition houses, and homemaker services. Involvement by government has been at the financial level only, and even then it has not been substantial. While voluntary groups are doing an excellent and vital job in providing helping services, they cannot improve their services or even meet the ever-growing demand, unless they receive further assistance from all levels of government. They are an asset to the community and its members, by functioning to improve the quality of life in a very personal way. This sort of **preventive** care, while necessitating government expenditure, will in the long run effect a saving of money, by freeing hospital beds, by keeping people out of mental institutions and away from social assistance, and by most effectively utilizing the costly services of mental health professionals in the treatment and supervision of the mentally ill.

52 *The Task Force recommends that provincial and municipal governments*

(a) *make grants available to small groups of interested people who wish to provide crisis counselling, supportive and information services to women in need; and*

(b) *inform the public that grants are available for the provision of crisis counselling, supportive and information services to women in need.*

Personal Social Services

Information

Many women will not acknowledge to themselves that they are involved in a crisis situation. For example, they feel that to admit to a problem in the marriage, such as alcoholism or battering, by looking for help, is admitting failure as a wife and as a person. Many women simply do not know where to look for help in such situations. It is at times like these that the value of anonymous counselling and information services such as telephone 'help lines' is crucial. These referral and crisis counselling agencies,

* i.e. transition houses and homes, homemaker services, counselling, child care, etc.

which operate on a 24-hour basis, are rendering a great service. Unfortunately, they are usually only available in the larger metropolitan areas.

Information Canada's mobile van program may have provided information on community resources available in all parts of the province.[1] It provided an excellent vehicle for disseminating information and for referral to women in outlying areas. In a province such as Nova Scotia where rural areas suffer from isolation, lack of facilities, and lack of coordination of services, the need for such mobile programs as this is obvious.[2] If women can get together to organize and provide these services, the government has an obligation to assist them with financing and resource people.

53 *The Task Force recommends that provincial and municipal governments assist women in establishing province-wide information services, including:*

(i) *public information offices in different areas, or travelling information vans;*

(ii) *information on community resources and services as well as procedures for referral to such services; and*

(iii) *free long-distance telephone calls from people who are not close to a local office.*

Transition Houses and Homes

Counselling services for women in transition* must be centrally coordinated, but decentralized in terms of actual delivery. Formal services, such as mental health clinics and professional counselling, and informal support services such as transition houses and lay community counsellors, complement one another and provide the most effective way to help individuals cope with present problems and to avoid future ones.[3]

There are many women who, at certain points in their lives, simply need a place to go, to get short-term relief from pressing problems such as illness or death in a family, emotional crisis or family conflict. One particularly obvious occasion would be when a wife is being beaten by her husband, or when a woman needs time to assess a specific marriage problem. A battered wife, for example, frequently has literally no place to turn for shelter, advice, and counselling. 'Transition houses,' places where women can have time to think and talk out their problem, and where they have access to more specialized help, are greatly needed, especially in rural areas. Workers in these houses should be intimately aware of the problems facing women, and have a broad knowledge of available services in the community, for referral purposes.

The Task Force hearings in various parts of the province uncovered facts concerning 'wife-battering' which were shocking and unexpected. The law generally does not like to interfere when there is violence within the family, because the family is considered to be a private entity. But society **must** provide supportive services when these situations occur.

The practice of the Department of Social Services towards women who leave home because of these problems can be unrealistic and cruel. The Department frequently will not give financial assistance to a woman who leaves her husband, even when the cause is justified, since under the law, it is the responsibility of the husband to provide financially for his wife. Where the wife has been beaten, the Department frequently insists that she lay an assault charge against her husband, before she can receive social assistance. There must be more that society can do for women in these situations. The protection provided by society for violence within the family is really inadequate.

Since easy availability of assistance is a major concern decentralized community services must also be provided, to ensure that rural residents also have access to services. The Task Force proposes the use of 'transition homes' for certain crisis situations. 'Crisis helpers' within the community could provide temporary shelter in their homes for people in need; they and/or others could function as lay counsellors. This would operate something like a 'foster home' for women in need of psychological as well as practical support in times of trouble. Involvement such as this would not only help the individual solve her own problem, but would go a long way to bringing humanity back to the community. The emphasis would not be on dealing with crises in isolation, but on providing long-term support and understanding to women with problems.

Such services must be available at little or no cost to the recipient; lay counsellors opening up their homes to persons in need would receive financial assistance from the Department of Social Services, similar to that provided to foster parents. These 'homes' would be affiliated with transition houses in urban areas, and with mental health clinics in the rural areas, to ensure that the people operating them would have access to resource persons, where needed.**

Dealing with problems in the informal context of the home would make the service easily accessible at any time; a person would then be able to receive shelter and

* This would include women with family marriage problems, rape victims, women whose whole lives are in crisis and who need time to look more objectively at themselves and their situation.

** This model, whereby small 'affiliates' are connected to the larger centre, is similar to that recommended in our child care proposals.

sympathy without the necessity of filling in forms and applying for government aid. This would be an excellent way for physically healthy senior citizens to become more involved with young people and with the community. People all need 'breathing space' at certain times. Especially in family-related crises, it may be necessary to get away from the source of the problem for a short time before one can attempt to find a solution.

54 *The Task Force recommends that the Department of Social Services provide more adequate assistance to women in times of crisis, by*

(a) *reviewing its policies concerning women leaving the matrimonial home because of marital or other crises;*

(b) *providing direct financial support to the establishment of 'transition houses' to assist women in crisis;*

(c) *providing direct financial support to those providing shelter and/or lay counselling in their own homes ('transition homes') to women in need; and*

(d) *providing professionals on a consulting basis to transition houses and homes, where needed.*

Homemaker Services

Homemaker services have been defined as follows:

> Homemaker service is an organized community service provided through a voluntary or public non-profit organization and is given by qualified persons, under professional supervision.[4]

At certain times in many people's lives, there is a need for special assistance within the home. This may be to help when the mother is in hospital, or ill or overburdened at home, to help chronically ill or convalescent adults, or to give assistance to senior citizens still capable of some self-care. These services assume responsibility for household management and operations, and help to protect and restore individual and family functions, as well as preventing the placement of children and adults in institutional care.[5]

There are two types of homemakers: 'visiting' and 'teaching.' The visiting homemaker is available to go into a home on short notice in emergencies, on a 24-hour basis. Some services provide for visiting weekly, on a continuing basis. The teaching homemaker may help out with information on such things as budgeting, nutrition, child care, or family maintenance.[6] The need for both 'visiting' and 'teaching' homemakers, and for a system of well-coordinated services throughout the province, as recommended by the Task Force on Homemaker Services,[7] has been reinforced in our hearings in several different parts of the province.[8] According to the surveys carried out by that Task Force, over 1,650 families were serviced by Homemakers in 1973. The services were provided by ad hoc groups, funded by short-term governments grants. Financial backing continues to be uncertain and capricious.

The Task Force on Homemaker Services made a large number of recommendations which have not, to date, been implemented. The government should act immediately on this report, as it reflects the concerns of very many women.

55 *The Task Force recommends that the Department of Social Services provide long-term financial assistance to visiting and teaching 'homemaker service' programs, in order*

(a) *that they may recruit, train, and pay their staff; and*

(b) *that these services can be provided at a nominal rate to those receiving social assistance.*

Services for the Handicapped

Our society has recently begun to attempt to deal with physically, mentally, and emotionally handicapped people within the mainstream of community life, rather than maintaining them in separate, segregated institutions. This approach has had most desirable results, but it could be carried further. For example, handicapped children, where possible, should have access to child care centres. Handicapped adults should be given more opportunity to carry on at 'normal' employment. We are all aware of the undesirable effects upon both children and adults of being kept in isolation from other people. Moreover, the cost-saving resulting from keeping handicapped people away from institutional care cannot be ignored.

However, if one looks at the problem more closely, it becomes increasingly more difficult to ignore the fact that the responsibility of caring for handicapped people at home usually falls on the shoulders of women. Whether it be the mother who gives constant attention to her retarded child, or the woman who looks after her aged parents, little recognition is given by society to the important job that these women are doing, by making the worlds of others a lot more bearable. If the woman concerned devotes her full time to the care of her handicapped charge, she is in fact acting as an unpaid professional or para-professional, working a 24-hour shift, 7 days per week. Even if she works outside the home as well, she is burdened by her home responsibilities. Attention must be given to these problems.

56 *The Task Force recommends that*

(a) *specially trained Homemakers be available to assist in the home or to relieve the woman caring for a handicapped person, when needed;*

(b) *community centres be utilized for the use of handicapped persons which would provide short-term 'live-in' facilities, as well as recreational and counselling opportunities; and*

(c) *the government encourage all segments of the economy — employers, child care centres, schools, etc. — to actively integrate, where possible, the handicapped person.*

Public Social Services

The *Universal Declaration of Human Rights*[9] states:

> Everyone has the right to a standard of living adequate for the health and well-being of himself (herself) and of his (her) family, including food, clothing, housing and medical care and necessary social services, and the right to security in the event of unemployment, sickness, disability, widowhood, old age or other lack of livelihood in circumstances beyond his (her) control.

Despite this lofty statement, there are many women, even in Nova Scotia, who still live below the poverty line — victims of a system which refuses to recognize that both married and single women have rights as people in their own right and not just as dependents.

With the rising number of divorces, it follows that women as single parents are the majority of those receiving social assistance. Approximately 61.7% of the total social assistance caseload in the Halifax Metropolitan area were women.[10] The majority of women, 60.1%, are eligible because they are single parent heads of family units. Moreover, the majority of female heads of families (70%) are between the ages of 19 and 39.[11] One submission concluded that, in view of these figures pertaining to social assistance recipients, and the problems faced by working women with young children, social assistance may be the most viable financial alternative, allowing women to stay at home and raise their families.[12] We should strongly encourage women on social assistance to further their education, or to take upgrading courses. These women frequently are not trained to do any paid work; if they are, it is a 'low-status,' low-pay job. Another setback is the fact that child care is not yet generally accessible to women, especially those with low incomes.

The Task Force was repeatedly asked by single parent organizations to petition government to treat the single parent who stays at home to rear her (his) children with the dignity and worth which her (his) contribution warrants. It is unthinkable that these people are made to feel the effects of the 'welfare stigma.'

57 *The Task Force recommends that the Department of Social Services develop a system of providing a guaranteed annual income, administered as payment for work performed, for the single parent who is staying home to raise pre-school children.*

Single parents also expressed deeply felt concerns about raising their children in the best possible way. In considering how best to help the single parent to provide a fully supportive environment for the child, some countries have developed the concept of 'surrogate parents' to fill the role of the absent parent in the single parent family. This would refer to mother-child or father-child families where the absent parent is not involved in rearing the child. This is perhaps most commonly the case where there is desertion or where an unmarried parent has kept the child. The surrogate parents act in an augmented 'Big Brother' or 'Big Sister' capacity providing a father or mother figure for the child. The worker helps with parenting in many of the ways that good spouses do — taking an interest in the children and discussing the many daily decisions about the child, such as discipline practices, recreation, friends, school work, etc. The surrogate parent helps to give the flexibility of a second parent as resource — someone to come and care for the sick child if the parent has to go to work (or lose her job), a friend to call in an emergency, and so on. Where this system is used, these workers' job conditions (salary, status, etc.) are such as to ensure that there is little job turnover, so that the same surrogate parents can be attached over a period of years.

We find this concept of the surrogate parent an appealing one, and believe that it could be of great value to single parents, of preventive value for the children's mental health, and that it would help to make the life of a single parent a viable alternative to forced marriage, abortion, or placing the child out for adoption.

Although a costly social service must be impractical in a time of economic stress, genuinely valuable preventive services should be considered as part of long-term planning. In the meantime, voluntary groups have already contributed a great deal in this area and can be asked to expand their services.

58 *The Task Force recommends that the Department of Social Services*

(a) *encourage and work with Big Brother, Big Sister, and Volunteer Grandparent programs, to expand in the direction of 'surrogate parent' programs; and*

(b) *provide for 'surrogate parent' services in long-term social planning as part of preventive social services.*

Those people who rely on government-sponsored social assistance programs are generally those whom society considers as defenceless: single parent families, the unemployed, unemployable, physically and mentally

handicapped, senior citizens, the working poor, and children. They are dependent upon the Department of Social Services in the same way that a homemaker is dependent on her husband.

It is crucial that the Department remain responsive to the people it serves. Although the employees of the Social Services Department begin their careers as caring people who wish to better the lives of those they work for, there is a danger that they may, after dealing with the social welfare system for a while, unconsciously begin to view their clients as people who simply can't take care of themselves. This is an unfortunate attitude, one which leads to the often-cited problem of the 'welfare stigma.'

When government is or appears to be unresponsive, uncaring, or bureaucratic in its attitude, many people feel that they must resort to confrontation in order to get their points across. This is most undesirable.

No one can learn if they are not prepared to listen. While there does exist a citizens' council to advise the Minister, it has been stated that even this body is not listened to by the Department.[13] We strongly believe that the users of a service must have input into the decisions concerning the service, and that it is incumbent upon the government to make special efforts to ensure that the Department of Social Services is responsive and accountable to the people it serves. The 'shotgun' approach to the provision of social services must be replaced by a long-term plan for coordinated development of the whole range of personal social services.[14]

59 *The Task Force recommends that the Department of Social Services immediately provide and utilize mechanisms to ensure effective input from citizens using social services, and that the services which are provided are truly responsive to the needs of the people.*

60 *The Task Force recommends that the Department of Social Services adopt a long-term coordinated development plan to cover the wide range of personal social services, with the goal of enhancing the quality of life for all Nova Scotians.*

---

1 This program has been terminated due to the government's restraint program.

2 Recommendation 100, Report of Royal Commission on the Status of Women; Brief to Premier Gerald Regan by the Business and Professional Women's Clubs of Nova Scotia on October 4, 1973.

3 Submission to Task Force from City of Halifax, Social Planning Department, October 30, 1975.

4 Canadian Council on Social Development, 'Visiting Homemaker Services in Canada,' 1971.

5 Submission to Task Force by Halifax Homemaker Services, October 30, 1975.

6 See fn. 5.

7 Report of the Task Force on Homemaker Services, presented to the Nova Scotia Social Services Council, September, 1974.

8 Halifax, Kentville, Port Hawkesbury, Glace Bay, Sackville.

9 United Nations, Article 25.

10 See fn. 3.

11 See fn. 3.

12 See fn. 3.

13 'Social Services Council Attacked,' *The Halifax Chronicle-Herald*, February 4, 1976.

14 'Social Development,' *Canadian Council on Social Development*, Vol. 4 No. 4, October, 1975.

7 Well-Being

Physical Health

Health is a state of complete physical, mental, and social well-being, and not merely the absence of disease or infirmity.[1]

Concern is being expressed by many people that the state of health of many Nova Scotia women is less than robust. It is difficult to be happy, fulfilled persons unless our bodies are physically healthy. Many women suffer from a lack of knowledge of their own bodies and the diseases which can affect them, and lack of access to treatment and facilities should they need them.

Some of the blame may be placed on the shoulders of the medical profession and the health services delivery system. Those doctors who specialize in women's health problems — gynecologists and obstetricians — are more often men than women. We heard in the hearings that women may, and often do, suffer from negative male attitudes which are conveyed to them in doctors' offices all across the province. There has been comparatively little basic research on women's health, such as the effects of birth control devices, and causes of breast and uterine cancer. It is easier to prescribe tranquilizers, or to diagnose a woman 'hysterical' or 'nervous,' than to try to find an answer to a problem that may not be strictly 'medical.' Women realize that doctors do not have all the answers; it's time that doctors came to accept it as well. Before the medical care and treatment of women improves, both general practitioners and specialists will need to have a deeper understanding and to be more sympathetic towards the needs and real concerns of their women patients. Perhaps this would be more easily accomplished if more women were involved in the training of the medical profession.

61 *The Task Force recommends that the Nova Scotia Medical Society and the Dalhousie Medical School proceed immediately to*

(a) *establish courses, programs and curricula which will present accurate attitudes towards women and treatment for their health needs;*

(b) *ensure that the medical textbooks used in the professional training of both doctors and nurses reflect these accurate attitudes towards women and their health needs; and*

(c) *offer mandatory courses pertaining to women's health needs to all those entering the field of medicine, and as refresher courses for those who have already graduated.*

62 *The Task Force recommends that the medical profession, through the Nova Scotia Medical Society and the Dalhousie Medical School, ensure that women are actively recruited for positions on faculty, at least in proportion to the numbers of women graduating from medical school.*

A basic anomaly exists in the health delivery system in Nova Scotia. Statistics show the rising incidence of cancer among women; we're also told that frequently cancer can be checked if it is caught in the early stages. While women are told of the advantages of obtaining yearly physical examinations, our medical services insurance program (M.S.I.) does not promote this type of preventive health care. This indicates a deplorably piecemeal approach to health care — an emphasis on symptoms and disease rather than on the maintenance of good health.

Many women cannot afford to pay for yearly medical examinations out of their own pocket. Many feel that, if it is not of sufficient importance to be covered by M.S.I., it's just not necessary. The policy of our medical services insurance program should be re-examined. Any funds spent on preventive health care will help maintain a healthy population. Because of the great increase in the cost of delivering acute health care services, surely there must be merit in offering more pertinent and accessible preventive medicine, especially in regard to women's health.

63 *The Task Force recommends that the cost of yearly complete physical examinations be covered by M.S.I.*

It has been well established that good nutrition is of inestimable value in preventing illness, and that good pre-natal nutrition is crucial to the healthy development of the child. Medical students presently learn little about nutrition. It would be easy to remedy this deficiency by requiring medical students to take courses in nutrition.

64 *The Task Force recommends that courses in nutrition be made a mandatory part of the training of medical doctors.*

It is essential that women (and men), in all parts of the province, have access to facilities and medical personnel. We have been told that there are many areas in which gynecologists are simply not available. In many parts of the province, if a woman has a serious health problem which warrants more expertise than a general practitioner can provide, she must travel to Halifax. This represents for many women an impossible barrier, in terms of time as well as money.

Mammography equipment which can readily aid in the detection of breast cancer is available in Halifax, but not readily accessible throughout most of the province. Such equipment can pinpoint tiny deep-seated breast tumors before they appear on the mammograph.[2] Experts in the field of breast cancer agree that these methods of detection are essential if early diagnosis is to be achieved. Such equipment should be available to all Nova Scotia women.

In order to raise the standard of health care of all women in the province, it may be necessary to decentralize staff and facilities away from the major urban areas. One way to accomplish this would be to use a self-contained mobile van, which would have the services of a gynecologist, detection equipment, and examination facilities. Such a travelling medical office could offer this necessary service to large numbers of women throughout the province.

65 *The Task Force recommends that the Department of Health act immediately to*

(a) *acquire sufficient equipment for the detection of breast cancer (thermography and mammography equipment);*

(b) *make such equipment available to all women as a routine part of their yearly physical examination;*

(c) *make medical and gynecological services available to women in all parts of the province, if necessary by means of a mobile van;*

(d) *ensure that such mobile vans are staffed by a gynecological team with adequate cancer detection equipment and examination facilities; and*

(e) *ensure that local clinics, wherever they exist, work closely with the Department of Health's self-contained mobile van and its staff.*

There is no doubt that there are health problems unique to women. Women often feel more comfortable in discussing and seeking treatment from sensitive and competent women than from male doctors. The Task Force is convinced that the cost of health services would be considerably reduced, and the quality of health care would be improved, by the effective use of para-professional health workers. There are certain health problems specific to women which could be treated by people who are competent as well as sympathetic in dealing with these concerns. In many countries, the use of midwives is routine for normal childbirth; acceptance of midwifery in Nova Scotia would be a great benefit to women in isolated parts of the province, where doctors are few and far between, and would also offer encouragement to those who wish to give birth in their own home.

It was reported to us that, where Well Women's Clinics have been established, they are well received and utilized by their women patients. We've been told that, in its first week of operation, the Well Women's Clinic in Halifax detected 45 positive PAP smears.[3] Would those women who attended the Clinic have gone to a 'regular' doctor? Well Women's Clinics, supported by local hospitals, should be encouraged in all parts of the province. One function of such clinics would be to teach methods of self-examination for detecting breast and cervical cancers.

66 *The Task Force recommends that the Department of Health make health care more accessible to the women of the province by*

(a) *establishing and encouraging the profession of midwifery for assistance in normal childbirth; and*

(b) *actively promoting the establishment of Well Women's Clincs, supported by local hospitals, in all areas of the province.*

Contraception

Most people no longer associate sexual intercourse primarily with conceiving children. Women must have the choice of whether and when they will have children. But in order for women to have a real choice, they need ready and easy access to appropriate information, medical personnel, facilities, and contraceptives.

When they show an interest, children should be given accurate and understandable information, appropriate to their age, concerning their sexuality. As young people reach puberty it is essential that they not only learn about their sexuality and their sexual functions, but also about methods of contraception. Information regarding these topics must be provided in a sensitive, yet realistic, way, to be very closely associated with moral, ethical, and spiritual values. Regardless of the age at which responsible parenthood is discussed and birth control devices made available, it is imperative that young people be taught to appreciate the moral responsibility which accompanies their behaviour; parents must also realize and accept their serious duty of discussing with their children questions of morality and sexuality.

Contraceptive devices and accurate information, free from overt or unconscious bias, must be available and accessible to all adults and adolescents. To date, most of the research undertaken on birth control has been directed towards and centred on women. We strongly believe that men, as well as women, should share the responsibility for contraception and family planning in our society.

67 *The Task Force recommends that the Departments of Health and Education ensure that*

(a) *factual, understandable, and unbiased contraceptive information and devices be available to all people who need them;*

(b) *planned parenthood clinics be available in all areas of the province, to provide contraceptive information, devices, counselling, and medical referrals; and*

(c) *universities and professional organizations promote research on male contraception (i.e. vasectomy, birth control pills, etc.) and on the long term effects of all contraceptives.*

Abortion*

Abortion is an issue about which most people have very fixed and definite opinions. The people of Canada and the Government of Canada have not been able to reach a consensus on this contentious issue. Submissions to us at the public hearings throughout Nova Scotia indicate a similar polarization of views, revolving around the question of when life begins. Despite all the discussion, no definitive statement has emerged from anyone — doctors, lawyers, philosophers — to answer this central question.

The Task Force has given very serious consideration to the subject of abortion; we feel that our lack of consensus on all its aspects simply reflects the conflict of attitudes which is prevalent in the larger society. However, it is interesting to note the conclusions reached by a large provincial women's conference held at Mount Saint Vincent University in Halifax in October of 1974 (Women Today in Nova Scotia: Our Potential, Opportunities, Priorities . . .) At this meeting, with representatives from all parts of the province, the recommendation supporting the removal of abortion from the *Criminal Code* was accepted by 130 women and rejected by 38; 21 people abstained.

We did agree among ourselves on many points: we agreed that the present law on abortion in Canada is not working, is unjust, and must be changed. It is our consensus that abortion ought not to be a crime and should be removed from the *Criminal Code*. Abortion would then be handled by the provinces as a health matter. The appropriateness of an abortion would be qualified by its compliance with the medical procedure and the availability of medical personnel and facilities. It is essential that, if abortion were handled as a simple surgical procedure, good medical practices would be followed in all cases.

Abortion should be a matter of individual conscience, to be decided by a woman in consultation with her doctor. We are not promoting abortion as a method of birth control; we are supporting the right of each woman, as a matter of personal conscience and in consultation with her doctor, to decide whether or not to have an abortion.

Given the de-criminalization of abortion, supportive services will have to be established to assist women in making the decision whether or not to have the operation. Women undergoing abortions, as well as women who wish to keep their babies, especially single women, frequently need psychological counselling, at least on a short-term basis. These services should be available to all who need them, and could be provided by hospitals or private agencies.

68 *The Task Force recommends that the provincial government*

(a) *strongly urge the federal government to repeal those sections of the* Criminal Code *relating to abortion; and*

(b) *study the implications on provincial health care and facilities of removal of abortion from the* Criminal Code, *so that the province will be prepared to exercise its new jurisdiction over abortion.*

Sports, Recreation, and Leisure

One aspect of preventive medicine that is frequently ignored in relation to the well-being of women and girls is sports and physical exercise. Women, from the time they are little girls in school, are not encouraged, to the same extent as boys, to take part in some type of sports activities. Not only the school is to blame; parents may place more emphasis on their sons making the hockey team than on their daughters participating in any type of sport. The socialization of women and girls is geared towards the projection of 'femininity,' and we're told, through more powerful ways then merely the spoken or written word, that involvement in sports is 'unfeminine.'

We all know the facts on the appalling lack of physical fitness in North American adults; we also know of the long-term physical benefits to be gained from exercise. Nova Scotia is fortunate in having natural resources such as parks, waterfront space, and beaches; women should be encouraged to take advantage of these natural facilities, by doing such healthful things as walking, running, and camping.

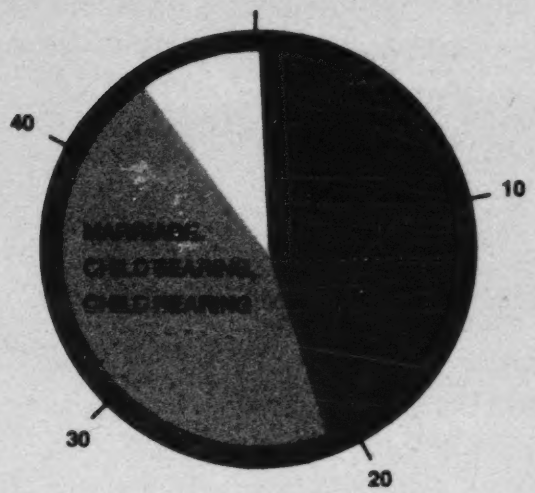
Participation in sports usually has very positive effects in terms of our mental health. Knowing what our bodies can do and experiencing the exhilaration of physical activity, reinforces in women the fact that we are not weak, that we are competitive, that we are capable and able. Looking at the characteristics that are traditionally applied to men (aggressive, decisive, competitive, physical) and those traditionally applied to women (submissive, emotional, passive), it becomes obvious that 'sports' and 'men' naturally go together. This has far-reaching consequences.

> To condition a girl to avoid the area of sports considered as 'masculine' is also excellent conditioning for avoidance of other circumstances associated with masculinity: the world of business (very competitive), decision-making (fear of making mistakes), etc. This exclusion also deprives a woman of a part of her youth that she is entitled to: playing.[4]

The consequences of sex-related attitudes in sports, therefore, go well beyond physical health. They extend to

* See page 76 for minority statement on Abortion.

The lengthening of a woman's life span from less than fifty years to a full hundred years is one of the dramatic changes of the twentieth century.

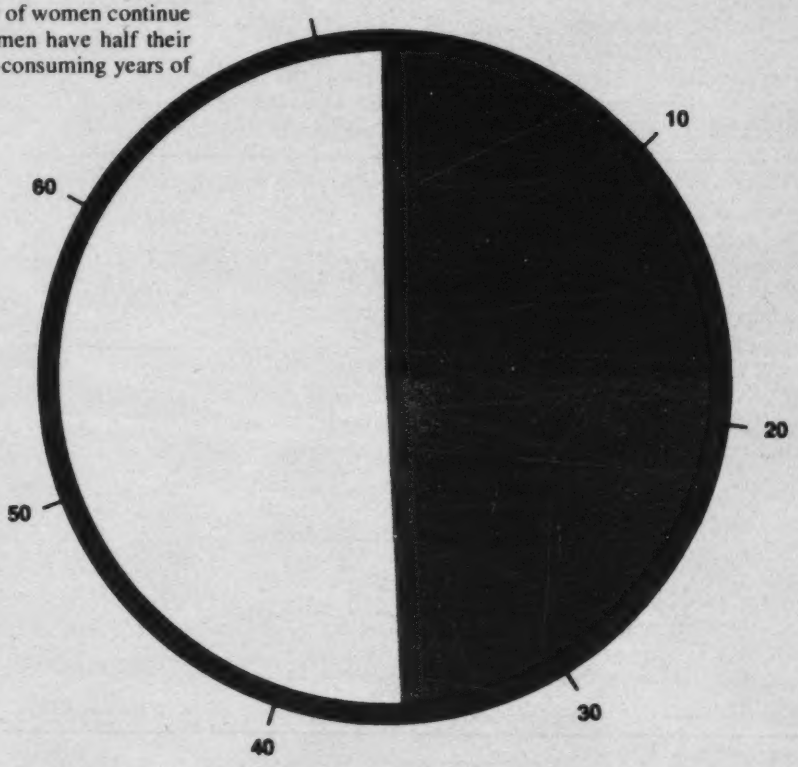


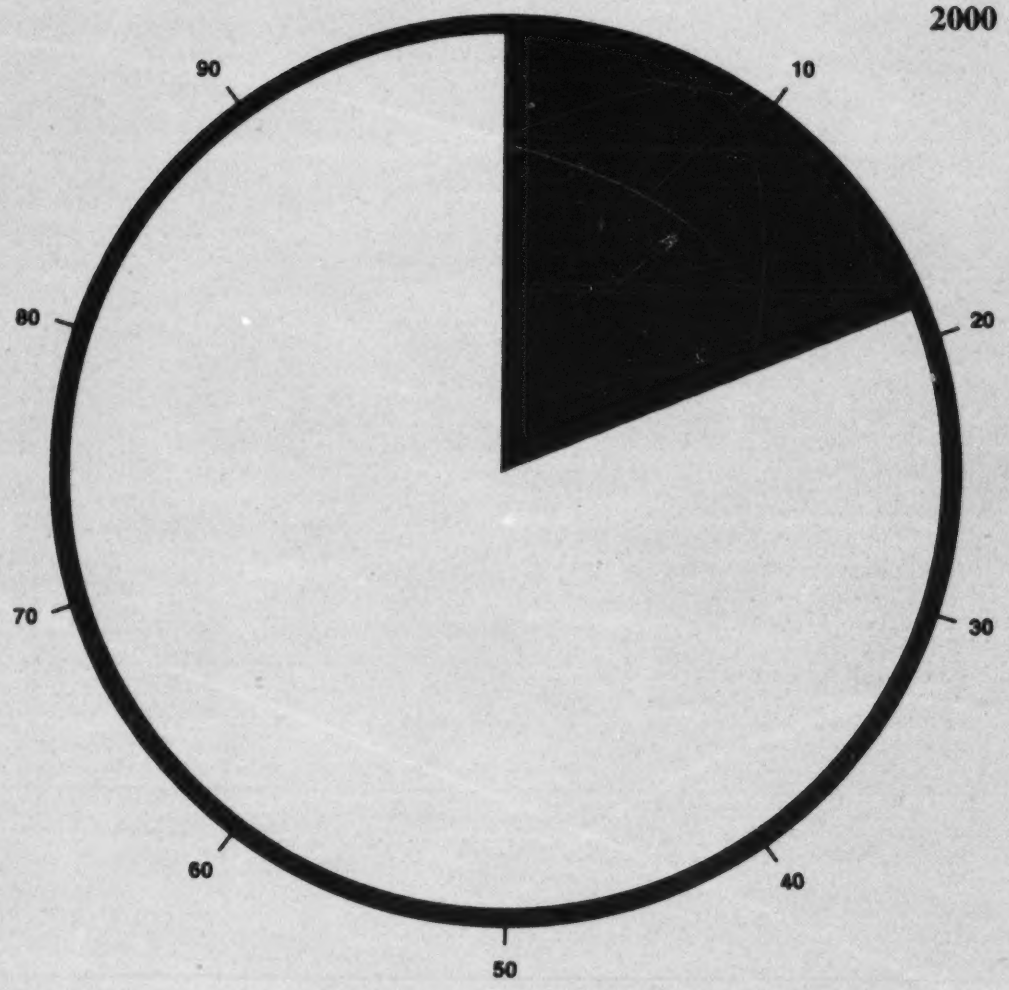
1900 48 YEARS

At the beginning of this century the average female life span was under 50 years. Marriage typically came later in the life span than it does now. Most women married and had children, and families tended to be sizable. Not many years of active life remained after the last child was raised.

By 1970 the average female life span had increased to 75 years. A longer life along with earlier marriage and earlier completion of families combine to alter the life pattern chart markedly. Although the majority of women continue to marry and have children, now women have half their lives before them when the most time-consuming years of child rearing are over.

1970 75 YEARS





The year 2000 isn't far off. Predictions are that by that time, a woman's life expectancy will be up to 100 years. Childhood and adolescence, together with basic education, will take less than a quarter of that life span. More than three-quarters of life will be open for the many possible combinations of further education and training, employment, marriage, child rearing, community work, and recreation. A woman's life may very well contain all of these components. Societal use of its human resources will continue to be vital in 2000. The full contribution of the citizens who are women will have a great impact on the quality of life for the entire society.

our perceptions of ourselves, the perceptions of others about us, and the ways in which we react to the changing world. There are positive benefits to be derived from involvement in sports activity; they should not be withheld from girls.

Once young women have become adults, they have generally established a pattern either of participating in or ignoring sports activity. Involving these women in sports is crucial. Women at home with their children, women who work outside as well as inside the home, women caring for old people — all of these women suffer from a lack of leisure time and physical activity. The problems of isolation and lack of outside stimulation are often seriously damaging. However, the sports facilities are available — at schools, community centres, Young Women's and Men's Christian Associations; it is imperative that they be utilized immediately to effectively involve all women.

The designers and operators of sports facilities can no longer ignore the fact that women have normal and natural recreational needs which are not being met. Recruitment programs to attract women must be carried out; activities must be organized at times convenient to the users. Women cannot participate unless facilities are available for child care; therefore, every sports facility being planned, as well as those already in existence, must create space so that the children of women participants will be kept busy in their own recreational programs while their mothers are 'playing.'

The benefits to be reaped from women's involvement in sports are many. In addition to the obvious one of working towards ending the harmful socialization process, sports involvement would allow women the opportunity to become more in tune with their bodies, to become physically fit, to be involved with other women, to get a well-needed periodic change of scenery, to set an example for their children, as well as to have fun.

69 *The Task Force recommends that the Departments of Education (Adult and Continuing Education branches), Recreation, and Health*

(a) *work together to ensure that adult women are encouraged and given every opportunity to participate in sports activities; and*

(b) *plan their programs according to the convenience and needs of the users, especially women.*

70 *The Task Force recommends that the provincial government, when planning recreational facilities, take into consideration the needs of women, by ensuring that there is adequate space for the care of children during times when their mothers are involved in sports activities.*

Leisure and Retirement

Leisure has been defined as 'that portion of human experience which, within the context of free time, is a potential source of values . . . consists of relatively self-determined activity experience that falls into one's economic free time roles.'[5] So, leisure is the time that we have to spend doing the things we want to do, rather than those we must do.

Women, because of their concern with meeting the needs of others, seldom have sufficient time to devote to leisure time activities. But proper, effective use of leisure time can provide an outlet for creative energies, both in terms of community involvement and in more personal projects. Women must learn to devote more time to cultivation of their 'selves,' both for personal benefit and as a preparation for the future. It has come to the attention of the Task Force that single women and widows, in some cases, are prevented by sports and recreational clubs from sponsoring children, eg. nieces, nephews, grandchildren, for membership. This situation should be remedied.

The pattern of work in the twentieth century seems aimed in the direction of shorter and shorter hours and work weeks. How do we cope with more leisure time when all our training and education has been geared towards work, rather than effective use of leisure time? As we become freed from the labour force, we must learn to use our time for recreational purposes, for 'learning,' in the broadest sense of the word, and in increased community involvement.

People in 'retirement' are generally neglected in our society. We seem to be afraid of the thought of growing old, so we ignore those who have done so. This is a problem which we all must face, sooner or later. Probably the best way to do so is to try to assist old people who are suffering from loneliness and isolation.

There are many supportive services which are available to the elderly, such as Homemaker Services,[6] the Victorian Order of Nurses, and Meals on Wheels. We should be investigating ways of getting older people interested in pursuing university and other types of challenging courses, perhaps by offering free tuition. This is already being done at some Nova Scotia universities. Counselling services should be available to all elderly people, and not only those in institutions. Creative ways of keeping elderly people in the work force should also be examined.[7]

We can all benefit greatly from contact with elderly people; it is perhaps a major deficiency in our society that our contacts with old people are so few. These people should be encouraged to participate more freely in schools, in child care centres, at work, and in the community. The acceptance of more old people in our

lives would surely help us appreciate the value of these people, and prepare us for the time when we ourselves will be old.

Mental Health

To understand the physical and mental health needs of women, as well as our attitudes, behaviour, and feelings about ourselves and about others, we must realize that there is a certain ambivalence towards female sexuality. This is a subject that is not generally discussed, but one which cannot be ignored.[8]

The double standard of sexuality — which accepts sexual experience for men but not for women — still affects our perception of men and women and their relationships with each other.[9] These attitudes have their origin, in part, in early patriarchal cultures in which chastity of the female was seen as necessary so that the man could be sure he actually fathered the children whom he raised (and who inherited his property).[10]

One of the most severe implications of this 'double standard' still exists today in the stigma attached to the unmarried mother and the prostitute. The following gives an impression of the kinds of conflict relating to female sexuality:

> We are simultaneously bombarded with two conflicting messages: one from our parents, churches, and schools — that sex is dirty and therefore we must keep ourselves pure for the one love of our lives; and the other from *Playboy, Newsweek,* etc., almost all women's magazines, and especially television commercials — that we should be free, groovy chicks.
>
> We're learning to resist this double message and realize that neither set of images fits us. What really has to be confronted is the deep, persistent assumption of sexual inequality between men and women in our society.[11]

The media has played a major role in making women feel dissatisfied with their bodies and their lives, if they don't conform with the popular media myth of the 'ideal woman.' We know that there is no 'ideal,' and that each woman has her own type of beauty and individuality. We resent being told by the media that non-conformity with an unrealistic standard of perfection means that we are ugly, not desirable, and not 'real' women.

To counteract degrading historical trends with positive attitudes and practices towards women, it is necessary that mental health practitioners look to the area of women's sexuality[12] in the light of its effect on our mental and physical well-being.

While the judgment as to what constitutes 'the good life' is one that a woman makes for herself, there are certain objective conditions which must be present before she can be said to be 'thriving.'[13] She must have the necessary abilities to pursue her own conception of a good life under many external conditions; therefore, she must be self-directed and autonomous. The character traits which give a person the power to make rational choices in varied circumstances are essential to thriving — characteristics such as 'self-confidence, compassion, assertiveness, conscientiousness, sensitivity and decisiveness.'[14]

Socializing girls in ways which discourage them from developing these characteristics means that, if they decide to marry, they are likely to find themselves overly dependent on their husbands (and children) for their purpose in life, for their sense of self-worth, and for fulfillment;[15] consequently, they may find it difficult to assert opinions and desires which are contrary to those of their husbands.

The Task Force heard of a number of instances where women refrained from developing their own abilities — by taking courses, attending meetings, taking part in community work, etc. — for fear of displeasing their husbands. While this may be a valid choice, we received the impression that it was not always a free one. Instead of blaming women for putting their husband's needs before their own, we should be ensuring that our daughters have those qualities of worth and confidence to enable them to be self-determining people.

Autonomy in women is not being fostered by present socialization patterns, and mental health professionals do not appear to be assisting the growth of independence in women. One study[16] found that when mental health professionals were asked to describe a 'mature, mentally healthy person,' their description of that person was very similar to their description of a mature, mentally healthy man and very different from their description of a mature, mentally healthy woman. This double standard of mental health actually promotes in women characteristics which are inconsistent with concepts of the highest level of human growth and development.[17]

The double standard of mental health not only penalizes women, but restricts the development of boys and men in what may be equally damaging ways. Research has shown that qualities of warmth, sensitivity, empathy, and the ability to be emotionally open with other people are essential to developing the kind of meaningful relationships with other people that are facilitative of personal growth and good mental health.[18] The advantages of encouraging these qualities in boys and men are many: better mental health and personally meaningul relationships for men themselves; greater ability for men to offer emotionally nurturing relationships to women, thereby helping to improve women's mental health; and improvement in men's ability to be understanding and loving fathers.

Marriage and Women's Mental Health

Serious concerns about the mental health of women have been raised by evidence which shows that married women are consistently more depressed and suffer more from symptoms of mental distress than do married men.[19] There is also some evidence which suggests that the full-time homemaker may be more 'at risk,' in terms of mental health, than the employed woman,[20] particularly under certain circumstances.[21] The suggestion that marriage may be detrimental to women's mental health is a very serious one, and warrants immediate investigation.

It was repeatedly emphasized at the hearings that today's woman must seek more from life than marriage alone, and these disturbing mental health findings appear to confirm the validity of this view. For women to make sound choices, they need to know that present evidence suggests (it cannot be regarded as completely confirmed) that marriage may be stressful for women, and that single women, in general, show less evidence of mental distress than do married women.[22] Linking this to the evidence that marital happiness over the life cycle is at its lowest ebb, for the wife, during the years when there are young children in the family, researchers have concluded that the experience of raising young children (as it is presently structured in our society with a full-time homemaker/mother in an 'isolated' nuclear family) may be stressful for women.[23]

The reasons for the pressures of the child-rearing years may be very practical, as the following quote illustrates:

> "My husband is a big help. In fact, for two weeks he did everything — took care of the kids, made meals, shopped, cleaned, did the laundry — everything."
>
> How did she get him to do that?
>
> "Well," she said, "he read that if a housewife isn't too tired, she's a better sex partner."
>
> Did it work?
>
> "I don't know," she said. "He was too tired."[24]

It seems only fair that a young woman should be invited to consider the options of singleness and/or childlessness, rather than marrying and bearing children because it has never occurred to her to do otherwise. Should we be encouraging girls and boys to say 'if I get married' rather than 'when I get married'?

Are parents and counsellors encouraging young people to ask themselves whether they really want and are ready for marriage and parenthood? Are mental health professionals helping people to explore new alternatives and options or subtly persuading them to try to more effectively play traditional roles? Are they encouraging husbands as well as wives to be emotionally nurturant? Does the marriage counsellor react negatively to the assertive woman, assuming that the normal family is one in which the husband and father is dominant? Mental health practitioners must examine the effects of traditional beliefs on their clinical work.

71 *The Task Force recommends that the Department of Health, mental health clinics, and universities immediately undertake clinical research and program evaluations which take into account and/or explore the relationships between social conditions, mental and occupational status, and the patterns of mental illness.*

Sex Bias and Sex-Role Stereotyping in Mental Health Practice

The following areas of sex bias and sex-role stereotyping have been found to occur in mental health practice: fostering traditional sex roles, bias in expectations and devaluations of women, sexist use of psychoanalytic concepts, sexual exploitation of female clients, and viewing women as 'sex objects.'[25] In addition, women have seriously criticized the notion that mental health services are free of sex bias.[26] We believe, however, that this is in no way intentional on the part of mental health professionals, whose goal is most often the development of individual potential.[27] Nevertheless, biases are subtle and may often occur because of lack of awareness.[28]

72 *The Task Force recommends that the Department of Health promote activities which are intended to develop sensitivity toward and awareness of the problems of sex bias and sex-role stereotyping in mental health services, by*

(a) *encouraging universities and professional organizations to hold workshops on sex bias for practicing mental health workers and those in training; and*

(b) *developing and distributing materials to foster awareness of these problems.*

73 *The Task Force recommends that the Departments of Health and Education act cooperatively on the problems of sex bias and sex-role stereotyping in psychological testing and diagnosis by*

(a) *urging publishers to immediately eliminate known sex biases in psychological tests; and*

(b) *urging schools, mental health centres, mental hospitals, and employers who use psychological testing materials, to use only those known to be free of sex bias and sex-role stereotyping.*

Another distortion of women's needs comes through the advertising of drugs in medical journals and promotional literature. These ads often portray a negative, sex-

stereotyped image of women and subtly promote the idea and that mood-modifying drugs are the treatment of choice for women.[29]

74 *The Task Force recommends that the Department of Health make strong representation to drug companies to immediately eliminate sex-biased advertising.*

Women and Mental Health Services

Another concern is that mental health professionals may be failing to deal with the objective disadvantages of women. Mental health services may be inadvertently acting as mechanisms of social control, by attempting to provide individual solutions to what may be social prblems; the disturbed woman may thus be forced to deal with her problems in isolation from other women, without the support to be found in the experience of a shared realization with other women that such problems may be an outgrowth of the way in which our society is structured.[30] It can be most helpful to the distressed woman to find that other women share many of her problems and to understand the possible social factors related to her condition.

75 *The Task Force recommends that the Department of Health, working through the professional organizations and regional mental health centres and mental hospitals, encourage all mental health practitioners to take the objectively disadvantaged position of women into account, by making additional resources (such as women's study courses, consciousness raising groups, workshops, seminars, materials, etc.) available to the woman patient which will assist her to become aware of the collective strengths and problems of women.*

A critical issue raised by women is the extent to which the social and medical sciences related to mental health training have reflected the assumptions and values of the culture.[31] This is seen in anti-female historical traditions,[32] and the failure to create a body of knowledge which truly reflects the experiences and concerns of women.[33] Clinical practice may also be subject to the distortion of popular myths, as in the failure to detect the female alcholic.[34] It is essential to develop clinical theory and practice that is positive and relevant to women.[35]

The fact that many women are at home during the day may encourage the abuse of alcohol, and the possibility of hiding the disease from all but the immediate family. Often the fact of a woman's alcoholism is not recognized until the problem is beyond solving. Until alcoholism is accepted openly as a disease which is curable, many women will continue to suffer.

76 *The Task Force recommends that the Department of Health ensure that there are adequate facilities for the treatment of women alcoholics in detoxification centres and in transition houses in different parts of the province.*

Additional problems are raised by the fact that psychiatric and psychological theories of human behaviour are often based on the mentally distressed populations with whom these professionals come into contact, rather than on ordinary, 'normal' people, thus introducing distortions in the understanding of many people's real experiences and feelings.

77 *The Task Force recommends that the Department of Health strongly urge all centres, agencies, and hospitals involved in the mental health treatment of women to*

(a) *examine treatment resources for women, to determine the extent to which their existence, structure, and use fits the needs of the patients;*

(b) *provide treatment programs which are truly accessible to women, i.e. ones with child care facilities; and*

(c) *be aware of the importance of female role models and provide women patients the opportunity to work with female therapists and counsellors.*

Assistance in Adapting to the Future

Finally, mental health professionals are looked to by parents for enlightened guidance in the challenging task of raising children. An immediate and vital question arising out of the women's movement is how to assist children in developing a secure sexual identity without also adopting the negative aspects of stereotyped masculinity and femininity. Parents will look to mental health professionals for help with this, and it is important that the professionals be prepared to offer constructive assistance. The Task Force believes that it is not constructive for mental health professionals to resist social change by overemphasizing dangers and advocating that everyone retain traditional roles. Almost equally irresponsible, however, is to leap hastily to a completely opposite conclusion, offering vague assurances of good faith ('all children should be helped to develop as individuals') instead of genuine help. We are also aware that, in view of the expertise attributed to professionals, regardless of whether a particular statement is a personal opinion or backed by extensive research evidence, it is essential that mental health practitioners be particularly careful not to be premature in drawing conclusions about the relationship between sexual identity and sex roles.

1 World Health Organization, *Everyman's United Nations*, New York, 1968.

2 Submission to the Task Force by Wolfville Women's Centre, June 11, 1975.

3 See fn. 2.

4 Danyelle Thibault, *Women and Health*, A Study commissioned by the Quebec Council on the Status of Women for Crossroads '75 Conference, May 30 - June 1, 1975.

5 D. Stuart Conger, 'Social Inventions' in Andrew A. Spekke, *The Next 25 Years: Crisis and Opportunities*, World Future Society, Washington, D. C.

6 See Recommendation 55.

7 See Recommendation 8(e).

8 The following can be used as reference materials on the subject of female sexuality:

Boston Women's Health Book Collective. *Our Bodies Ourselves*, Simon and Shuster, New York, 1873.

S. Cole, 'Goodbye to Birds and Bees — What's Wrong with Sex-Education Books for Kids,' *Ms*, Vol. 1 No. 11, May, 1973.

B. Ehrenreich and D. English, *Witches, Midwives and Nurses — A History of Women Healers*, Feminist Press, Old Westbury, New York, 1973.

Margaret W. Labarge, *The Cultural Tradition of Canadian Women: the Historical Background*, Studies of the Royal Commission on the Status of Women in Canada, Information Canada, Ottawa, 1971.

J. Lorber, 'Women and medical sociology: invisible professionals and ubiquitous patients' in *Another Voice: Feminist Perspectives on Social Life and Social Science*, M. Millman and R. M. Kanter (eds.), Anchor, New York, 1975.

W. H. Masters and V. Johnson, *Human Sexual Response*, Little, Brown and Co., Boston, 1966.

K. Millett, *Sexual Politics*, Doubleday, New York, 1970.

M. Nunes and D. White, *Lace Ghetto*, New Press, Toronto, 1972.

Rosemary Reuther, *Liberation Theology*, Paulist Press, Toronto, 1972.

R. Udry, *The Social Context of Marriage* (2nd ed.), J. B. Lippincott, Toronto, 1971.

9 E. Luckey and G. Nass, 'A Comparison of Sexual Attitudes and Behaviour in an International Sample,' *Journal of Marriage and the Family*, Vol. 31 No. 2.

10 G. Fullerton, *Survival in Marriage*, Holt, Rinehart and Winston, Toronto, 1972.

11 The Boston Women's Health Book Collective, *Our Bodies Ourselves*, Simon and Schuster, New York, 1973.

12 For discussion of the relationship between sex-roles and sexuality, see Chapter on Opportunities for Learning

13 Dr. Sue Sherwin, 'Thriving — A Conceptual Solution to the Problem of Happiness for Women.' Paper presented to the Task Force, April, 1975.

14 See fn. 13.

15 P. Bart, 'Depression in middle-aged women' in V. Gornick and B. Moran (eds.), *Woman in Sexist Society*, Basic Books, New York, 1971.

16 I. K. Broverman et al, 'Sex-role stereotypes and clinical judgements of mental health,' *Journal of Consulting and Clinical Psychology*, Vol. 34, 1970.

17 G. W. Allport, *Becoming*, Yale University Press, Princeton, 1955.

E. H. Erikson, 'Growth and Crisis' in Chiang and Maslow (eds.), *The Healthy Personality*, Van Nostrand, Reinhold, Toronto, 1969.

A. H. Maslow, 'A Theory of Metamotivation: the Biological Rooting of Value-Life' in *The Healthy Personality*.

C. Rogers, *Client-Centered Therapy: Its Current Practice, Implications, and Theory*, Houghton, Boston, 1951.

18 See fn. 20 in Chapter on Opportunities for Learning.

19 J. Bernard, 'The Paradox of the Happy Marriage' in V. Gornick and B. Moran (eds.), *Woman in Sexist Society* , Basic Books, New York, 1971.

W. Gove, 'The Relationship between Sex-roles, Marital Status, and Mental Illness,' *Social Forces*, Vol. 51, 1972.

W. Gove and J. Tudor, 'Adult sex roles and mental illness,' *American Journal of Sociology*, Vol. 78, 1973.

L. Radloff, 'Sex Differences in Depression: The Effects of Occupation and Marital Status,' *Sex Roles*, Vol. 1 No. 3, 1975.

20 P. Bart, 'Depression in middle-aged women,' see fn. 15.

J. Bernard, 'The Paradox of the Happy Marriage,' see fn. 19.

21 L. Radloff, 'Sex Differences in Depression: The Effects of Occupation and Marital Status,' see fn. 19.

22 J. Bernard, 'The Paradox of the Happy Marriage,' see fn. 19.

23 B. Rollins and H. Feldman, 'Mental Satisfaction over the Family Life Cycle,' *Journal of Marriage and the Family*, Vol. 32 No. 1, 1970.

24 L. Pogrebin, 'Sex and the working woman,' *Ladies Home Journal*, Vol. XCIII No. 3, March, 1976.

25 Report of the American Psychological Association Task Force on Sex Bias and Sex-Role Stereotyping in Psychotherapeutic Practice, 1975.

26 P. Chesler, *Women and Madness*, Doubleday, New York, 1972.

S. Lydon, 'The Politics of Orgasm' in M. Garskof (ed.), *Roles women play: readings toward women's liberation*, Brooks-Cole, California, 1971.

J Mitchell, *Psychoanalysis and Feminism*, Pantheon, New York, 1974.

M. B. Parlee, 'Review Essay: Psychology,' *Signs: Journal of Women in Culture and Society*, Vol. 1 No. 1, 1975.

27 Submission to the Task Force by the Fundy Mental Health Clinic, Kentville, June 11, 1975.

28 See American Psychological Association Casebook on Sex Bias and Sex-Role Stereotyping in Psychotherapeutic Practice.

29 V. Carver, 'The Female Alcoholic in Treatment: Some Recommendations for Improvement in Services.' Paper presented to the Canadian Psychological Association Task Force on Women, January, 1976.

30 P. Chesler, *Women and Madness*, see fn. 26.

31 R. W. Friedrichs, *A Sociology of Sociology*, Free Press, New York, 1970.

D. L. Gillespie, 'Who has the power? the marital struggle' in H. P.

Dreitzel, *Family, Marriage and the Struggle of the Sexes*, Collier-Macmillan, Toronto, 1972.

M. Millman, 'She did it all for love: a feminist view of the sociology of deviance' in M. Millman and R. M. Kanter, *Another Voice*, Anchor Books, New York, 1975.

G. Myrdal, *Objectivity in social research*, Pantheon, New York, 1974.

J. R. Udry, *The social context of Marriage* (2nd ed.), J.B. Lippincott, Toronto, 1971.

32. P. Chesler, *Women and Madness*, see fn. 26.

J. Mitchell, *Psychoanalysis and Feminism*, see fn. 26.

33 J. Freeman, 'The social construction of the second sex' in M. Garskof (ed.), *Roles women play*.

K. Millett, *Sexual Politics*, Doubleday, New York, 1970.

M. B. Parlee, 'Review essay: Psychology,' *Signs: Journal of Women in Culture and Society*, see fn. 26.

J. Silveira, *The effect of sexism on thought: how male bias hurts psychology and some hopes for a female psychology*, Know Inc., Pittsburgh, 1972.

N. Weisstein, 'Psychology constructs the female' in V. Gornick and B. Moran (eds.), *Woman in Sexist Society*, Basic Books, New York, 1971.

34 See fn. 29.

35 These should be developed along the lines suggested by M.B. Parlee in 'Review essay: Psychology,' see fn. 26.

8 Responsibilities and Rights

Women and the Law

The following and necessarily selective review of family law focuses primarily on the theme that has historically characterized the relationship of husband and wife and is still reflected in our laws — the dependence of women on their husbands, both economic and otherwise. Most of our recommendations in this area are based on a concept of law which would treat husband and wife as legal equals sharing **jointly** in the responsibilities and privileges of marriage.[1]

Economic Basis of Marriage

Traditionally as well as at law, the husband has always been obligated to support his wife. This obligation arose out of the doctrine which held that, upon marriage, a woman's legal existence became merged with that of her husband, so that she was totally dependent on him for all the necessities of life — food, shelter, economic support. In exchange for the right to be maintained, the wife offered her husband the exclusive right to her sexuality, affection, and services.[2]

Thus, the economic relationship between husband and wife underlies much of present day family law, and law affecting women. It is based on the traditional and increasingly outmoded assumption that marriage, for most women, is and should be the primary vehicle for their participation in the economic benefits of society. The Task Force shares the view that:

> . . . so long as the law continues to give any support to the idea that in the primary relationship between men and women that women as a class are to be supported for life, and men as a class must support them, then women will continue to be excluded on the basis of their sex from meaningful opportunities (in the sense that men have meaningful opportunities) in the social-political-economic technostructure.[3]

We agree with the proposals of the Law Reform Commission of Canada, which view the three primary divisions of function within the marriage — household management, child care, and financial provision — as being the joint legal responsibility of both spouses.[4] Husband and wife must be free to organize their lives according to the emotional, psychological, and financial needs of each other and of their children. The right to maintenance, then, would flow from the economic dependence created by their choice of function, rather than being a result of their sex. The purpose of the maintanance obligation would not be based on the husband's legal obligation to maintain and support his wife; it would exist to enable the financially disadvantaged spouse, husband or wife, to become self-sufficient when the marriage breaks up. The test of entitlement would be **need;** the length of time maintenance would be paid would depend on the extent of the need, and the amount of time it takes for the spouse to become financially independent.

The two Nova Scotia statutes dealing primarily with maintenance, the *Wives' and Children's Maintenance Act*[5] and the *Alimony Act*,[6] both provide a right to maintenance that is sexually determined in that it is available only to women and not to men. Moreover, what the law gives with one hand it takes away with the other. With the commission of as little as one act of uncondoned adultery, the wife forfeits her right to maintenance,[7] no matter what her needs may be, how long she was married, or how many children she has.

Other Nova Scotia statutes which deal with the maintenance of widows and widowers are the *Dower Act**,[8] providing a widow with an undivided one-third life interest in her deceased husband's real estate, the *Intestate Succession Act*,[9] providing a share in the deceased's estate to a widow, widower, and possibly other relatives where he or she died without a will, and the *Testators' Family Maintenance Act*,[10] which allows dependents to contest a will if inadequate provision was made for them. All of these enactments, however, operate to disentitle a widow to benefits upon the commission of one uncondoned act of adultery;[11] but the last-mentioned statute does **not** disentitle the widower if he commits adultery.

78 *The Task Force recommends that provincial legislation dealing with maintenance obligations be amended to*

(a) *implement new rules of maintenance with entitlement based on needs created by the division of function within the marriage, and financial rehabilitation rather than dependency when the marriage ends:*

(b) *provide reciprocal maintenance obligations on both husband and wife; and*

(c) *eliminate adultery as a bar to maintenance.*

Divorce

The Task Force shares the view of the Law Reform Commission of Canada that divorce is not a cause of marriage breakdown, but a consequence of marriage breakdown.[12] It is bad marriages rather than divorce which effectively destroy family life. Divorce itself may in some cases be a positive contribution to the well-being of the parties and their children, by providing the opportunity to create new and viable family relationships.

The centuries-old belief in our society that someone had to be 'at fault' in order for a divorce to occur still permeates our divorce process. This can, and very often

* Recommendation 7 in the Chapter Work Inside the Home deals with repeal of the *Dower Act*, on implementation of joint ownership of the family home.

does, invoke feelings of guilt, bitterness, and hostility between the parties, and destroys whatever prospects might exist for reconciliation. In these circumstances, the children of the marriage are particularly vulnerable. The existing fault-oriented, adversary approach to divorce does not take into account the well-being of the parties, and the destructive effects that an unhappy marriage usually produces. Therefore, the Task Force supports the principle of 'irretrievable marriage breakdown'[13] as the sole ground for divorce (i.e. 'no fault'), but advocates a period of at least three months' separation prior to a divorce action being started. We also think it important that the divorce process itself extend over a sufficiently long period of time — six to twelve months — to allow every effort to be made to sound out the possibilities of reconciliation.

Counselling should be built into the divorce process as an early pre-trial procedure, together with other pre-trial procedures designed to reduce contested matters such as custody, access to children, and maintenance, to a minimum. It follows that, as a result of doing away with the fault concept of divorce, of prescribing need and rehabilitation as the basis for maintenance, and of providing a structure for counselling as part of the divorce process, the incidence of bitterly contested divorce actions, and their destructive aftermath, will be substantially reduced.

Unlike provincial maintenance legislation, the federal *Divorce Act*[14] does provide that husband and wife have a reciprocal obligation to support and maintain each other. In the absence of precise criteria, however, for the awarding of maintenance, and labouring under centuries of legal precedent and tradition, the courts have rarely ordered a wife to support her husband. It is hoped that the federal government will adopt the philosophy of maintenance on divorce articulated by the Law Reform Commission of Canada.[15]

79 *The Task Force recommends that the provincial government urge the federal government to amend the* Divorce Act *to*

(a) *allow divorce to be granted on the grounds of 'irretrievable marriage breakdown';*

(b) *incorporate into the divorce process substantial pre-trial counselling, and other procedures to effect reconciliation where possible and to minimize the incidence of contested matters at the time of the hearing; and*

(c) *incorporate rules of maintenance on divorce based on needs arising out of the division of function within the marriage, and financial rehabilitation rather than dependency when the marriage ends.*

The solution to the problem of the disintegration of marriage lies not in the divorce courts, but in family life and values education,[16] marriage and divorce counselling, and other counselling services.[17] Throughout this Report, the Task Force has emphasized the need for counselling in many different areas, to prepare young people for their future, and to help adults cope with the problems in their lives.

Society has an obligation to prepare young adults for the momentous change in their social, psychological, and legal status that occurs with marriage. The government, making full use of its existing resources in addition to coordinating those of the private sector, must take responsibility for the availability of such counselling services in Nova Scotia. Such programs as family life education, marriage enrichment courses, and parent effectiveness training, etc., that improve total family relationships, as well as counselling to assist people to cope with divorce and separation, must be encouraged and regarded as invaluable assets to the community.

While the previous recommendation will make divorce easier to obtain, we feel that a corresponding change must occur in order to make marriage more difficult. Marriage must be recognized as a major step, to be undertaken only after serious consideration. While the concept of 'marriage training' may not be acceptable, pre-marital courses should be actively encouraged for all those contemplating marriage. It's obvious that if people approached marriage with the same caution and concern as they approach divorce, we would have far fewer unhappy relationships.

80 *The Task Force recommends that the provincial government provide and publicize counselling services to*

(a) *prepare young adults with a realistic view of the rights and obligations of marriage; and*

(b) *devise programs to assist people, through the Family Court and other existing services, to cope with the debilitating effects of divorce and separation.*

Credit

While a married woman now has the right to contract and to own property in her own name,[18] she frequently experiences difficulty in obtaining credit in her own name, through mortgage lenders, finance companies, department stores, etc. This results from the legal obligation on the part of the husband to provide the necessaries of life to his wife, and her right as a consequence of this to pledge her husband's credit. If he can be held responsible for her debts, it is reasoned that he should share the responsibility for promising what is, in effect, **his** credit. This is in spite of the fact that many married women have the

qualifications which would enable them, if single, to obtain credit.

A woman, whether married or single, should be granted credit if her credit qualifications, property, or earnings are such that a man with the same qualifications would be granted credit.

81 *The Task Force recommends that the* Human Rights Act *be amended to state that discrimination on the basis of sex or marital status in the granting of credit is prohibited.*

Head of the Household

The old common law fiction that, upon marriage, the legal personality of husband and wife are merged into that of the husband, still exists in many statutory provisions which designate the father or husband to be 'head of the household.'* This concept is inconsistent with the ideal of marriage as a partnership of shared responsibilities. Another illustration of this concept is found in the law of 'domicile': the legal residence which determines a person's status and capacity at law and hence her personal rights and obligations. A woman's domicile becomes that of her husband, upon marriage.

There are many laws still existing in Nova Scotia which institutionalize the notion of male dominance. Appendix E to this Report lists many statutes which treat women differently from men. The Task Force believes that our laws should apply equally to all, regardless of sex. All of these statutory provisions violate this principle and should immediately be appropriately amended or repealed.

82 *The Task Force recommends that all provisons in the Nova Scotia statutes which allude to the 'head of the family' concept, which give women or men a privileged position, and which accord different status or treatment based on sex, should immediately be appropriately amended or repealed. (See Appendix E for list of offending statutes.)*

Legal Actions

For too long the law has tolerated a preoccupation with control by the husband of his wife's behaviour. This is evidenced in certain legal actions, some obsolete in law, arising from the consequences of the married woman's exchange of her exclusive affection and services to her husband in return for the right to maintenance.

For example, if a third person, without just cause, persuades or entices a wife to live apart from her husband, or receives or harbours her while living apart without her husband's consent, that person may still be guilty of a crime for which the husband is entitled to receive damages.[19] It would not be necessary that adultery be proved, nor would it seem to be necessary to prove that the wife, in fact, left the husband's home. It is very doubtful whether a wife would have a corresponding right of action.

An action may still be brought by a husband against a person who has had sexual relations with his wife. This is known as 'criminal conversation.'[20] However, no action lies at the suit of a married woman against another woman who has committed adultery with her husband.

A husband can maintain an action for damages against any person who commits a wrongful act against his wife, and thereby deprives him of her 'consortium,' that is, her 'society and services.' Damages for loss of consortium are frequently awarded in personal injury and negligence cases.[21]

83 *The Task Force recommends that the provincial government enact legislation to abolish the common law actions of enticing, criminal conversation, loss of consortium, and other actions based on a proprietary relationship between husband and wife.*

The concept of illegitimacy is an outmoded one that should be removed from the law. Upon establishing paternity, the parents of such children should have a shared responsibility for their support and upbringing. Existing legislation setting out the rights and obligations of legitimate children and their parents should be amended to make equal provision for children of unmarried parents.

84 *The Task Force recommends that those Nova Scotia statutes dealing with the rights and obligations of parents and children be amended so that the rights and obligations of parents with children born out of wedlock are the same as those of all other parents and children.*

Criminal Law

The *Criminal Code*, the source of criminal law in Canada, shows the effects of the pervasiveness of sexual bias in our society. The many provisions in the Code which relate specifically to women (i.e. rape, prostitution, infanticide . . .) do not reflect the position of women in today's society; the substantive sections of the Code have remained basically unchanged since it was first adopted in the late 1800's. Laws should correspond to the prevailing social, moral, sexual and political climate. Provisions which are justified by outmoded defences, which see

* Among these statutes include the *Change of Name Act*, Section 2; the *Education Act*, Section 1(i); the *Solemnization of Marriage Act*, Section 17 (1); *Apprenticeship and Tradesmen's Qualifications Act*, Section 14; *Assessment Act*, Section 41 (8). For other examples, see Appendix E.

women as the 'property' of men, to be protected and confined by them, should be amended to conform with contemporary values. Nineteenth century laws were written by men, to be adapted to a society which was almost totally controlled by men. The position of women in society has certainly changed since that time, and the *Criminal Code* must be changed to reflect the new equality of men and women.

There are many 'sexual offences' set out in the *Criminal Code*, i.e. provisions which state that either the perpetrator or the victim must be of a particular sex. The treatment of rape is an example of a law which, while purporting to protect women from sexual assault, may discourage them from seeking the protection of the law. The rules relating to the prosecution of a rape charge permit the defense to inquire into the victim's past sexual conduct in the belief that evidence of previous sexual activity indicates that the woman may have consented in a particular instance. Many feel that a woman is partially at fault herself, if she has 'allowed herself' to be raped. Others still have mistaken beliefs about human sexuality — that women are naturally passive and men instinctively aggressive, so that sexual assaults such as rape are justifiable on the basis of fulfilling male needs. Thus, a rape trial is often a degrading and futile experience for the victim, both because of the lack of real protection provided by law, and the powerful effects of the myths which surround our sexuality.

The amendments to the *Criminal Code* dealing with rape which were recently introduced in the House of Commons provide that the judge no longer must warn the jury of the danger of convicting the accused if the victim's evidence is not corroborated. This means that the same standard of proof would now apply to rape as applies to other criminal offences. Another amendement provides that questions relating to the past sexual conduct of the victim are only admissible if notice is given and if the judge agrees that such questions are necessary. These proposed amendments are extremely inadequate.

Extensive study must be carried out in the area of sexual crimes, in order that the effects of centuries of bias not be further perpetuated in our laws. This must include not only rape, but **all** offences in which either the crime, the burden of proof, or the punishment differs according to sex.

85 *The Task Force recommends that the provincial government make strong representation to the Law Reform Commission of Canada to undertake a comprehensive study of sexual offences in the* Criminal Code, *with recommendations for amending the Code so that women and men are treated equally and fairly.*

The Courts

In Nova Scotia, no one court has comprehensive jurisdiction to deal with all matters of family law; it is possible and sometimes even necessary to apply to more than one court to resolve the outstanding matters on any one issue.

This fragmentation of services is frustrating to the users, in that they are not able to have all the loose ends dealt with effectively and economically by one court. It also can result in 'forum shopping' — the conscious selection of which court to use, depending on whether the issue would benefit from the informal, conciliation-oriented approach of the Family Court, or the more adversarial, rule-conscious procedures of the County and Supreme Courts. The court with the more formal procedures will usually benefit the person who can afford the very best legal counsel.

The solution to this jurisdictional jungle can be found in the concept of the 'unified Family Court' with jurisdiction over all family and juvenile matters. This would best be accomplished by establishing a separate Family Division of the Supreme Court of Nova Scotia.

86 *The Task Force recommends that the provincial government establish a 'unified Family Court' by creating a Family Division of the Supreme Court of Nova Scotia, to exercise jurisdiction over all matrimonial, family, and juvenile proceedings.*

Women on Welfare

The Task Force has heard repeatedly of the plight of the deserted wife and mother. Such a woman, as a condition of receiving municipal assistance and provincial mother's allowance, frequently ends up as a pawn caught between the welfare office and the Family Court, being required to press the court for a maintenance order against her husband as a condition of receiving social assistance.

In reality there would seem to be two systems of family law — one administered by the courts, and the other administered by welfare agencies. The latter are sometimes more concerned with minimizing the cost of relief than with maximizing the rights and interests of the recipient.

Society should be made aware of the special burden shouldered by these mothers on welfare:

> . . . The emotional insecurity created by the absence of the father makes the children doubly and almost unhealthily attached to us, imprisons us in our own home. . . .We feel that we are excluded. . .that we are a class apart, the lowest one. We are humiliated women, we are considered as non-productive, as beggars, while we are striving to perform a task that

we believe to be noble and useful for society, that of head of the family. [24]

The Task Force believes strongly that these women have not been afforded sufficient recognition for the responsibilities they have undertaken and that they deserve a great deal more credit than they presently receive. The Department of Social Services should relieve these women of some of their burdens, by guaranteeing the payment of the maintenance orders to which they may be entitled, and by pursuing the defaulting husbands. This system would hopefully be a precursor of a guaranteed annual income for all heads of families who are alone in the home and who have children who are dependent on them.

87 *The Task Force recommends that the Department of Social Services undertake to guarantee the monthly payments of all court maintenance orders to those beneficiaries on social assistance and that they seek restitution from the husband who has been ordered by the court to pay.*

Law Reform

While women may not constitute a social class in themselves, it is clear that women as a group are economically, socially, and politically underprivileged in comparison with men. It is not surprising, therefore, that the law relating to women and the family, both in content and procedure, has not substanially benefited the women of Nova Scotia. Until such time as women occupy positions in the influential and decision-making institutions in proportion to their numbers in society, it is unlikely that the law, especially as it relates to women and children, will consistently reflect our needs and concerns.

Steps must be taken to promote greater numbers of women teachers in law school, of women articled clerks and lawyers in law firms, and women professionals on administrative and judicial tribunals, boards of inquiry, law reform commissions, and as judges and legislators.

88 *The Task Force recommends that the legal profession, through the Dalhousie Law School and the Nova Scotia Barristers Society, ensure that women are actively recruited for positions on faculty and in law firms, at least in proportion to the numbers of women graduating from law school.*

Law reform is a subject far too important to be dealt with solely by the legal profession. While lawyers may aspire to uphold the ideal of serving all segments of society, it is reasonable to assume that their interests, attitudes, and values will tend to reflect their own social backgrounds, that of their professional associates, and of their paying clientele. Therefore, the Task Force believes it is necessary that law-makers and their advisors be made aware of and be guided by the needs and concerns of people from all walks of life, men and women.

89 *The Task Force recommends that the provincial government reconstitute the Law Reform Commission so that it consists of equal numbers of lawyers and lay people, both men and women, and representing broad societal interests.*

---

1 Canada Law Reform Commission, *Maintenance on Divorce* (Working Paper 12), Information Canada, Ottawa, 1975.

2 P. M. Bromley, *Family Law* (4th ed.), Butterworths, London, 1971.

3 Edward F. Ryan, 'Maintenance obligations in a new legal concept of marriage.' Address to the National Meeting, Canadian Status of Women Councils, Saskatoon, September 5, 1975.

4. See fn. 1.

5 R.S.N.S. 1967, Ch. 341.

6. R.S.N.S. 1967, Ch. 7. The *Alimony Act* is obsolete in that the wife's right to alimony is determined with reference to the law of England as it existed in the 19th century.

7 *Wives' and Children's Maintenance Act*, Section 5(2).

8 R.S.N.S. 1967, Ch. 79.

9 R.S.N.S. 1967, Ch. 153.

10 R.S.N.S. 1967, Ch. 303.

11 Sections 8, 17, and 17, respectively.

12 Canada Law Reform Commission, *Divorce* (Working Paper 13), Information Canada, Ottawa, 1975.

13 See fn. 12.

14 Stats. Can. 1967-68, Ch. 24.

15 See fn. 1.

16 See Recommendation 42 in Opportunities for Learning.

17 See Needs for Support Chapter.

18 *Married Women's Property Act*, R.S.N.S. 1967, Ch. 176.

19 See fn. 2.

20 See fn. 2.

21 See fn. 2.

22 See fn. 2.

23 R.S.N.S. 1967, Ch. 32.

24 Manifesto of Women Heads of Families of Petite Bourgogne, Quebec.

9 Our Rightful Place

The rising expectations of women throughout society is encouraging and exciting. The women's movement is probably the most significant social evolution of our time: it is a call for women's affirmation as well as women's liberation. One may view life and the future with hope, courage, and inner tranquillity, or with fear, anxiety, and despair. We, the women of Nova Scotia, say 'Yes' to the future!

The problems facing us as women today are not new, but there is a new awareness of the urgency of solving them. The depth and extent of the needs of women as expressed to us during the year indicate that they cannot be dealt with on a piece-meal basis, but must be grappled with at both the community and senior governmental levels of responsibility.

We realize that, in addition to the pressing concerns facing women, we as Nova Scotians are striving to find solutions to the great number, diversity, and complexity of even wider social problems. We trust that both women of the province and the Government will understand our frustrations and disappointment in having neither the time nor the resources to comment even briefly on a number of issues which we feel are relevant to, but not exclusively the domain of, women.

Participation

Both urban and rural women play a major role in the life of the community. In most cases, men have taken the major responsibility for earning the family living; however, since the Industrial Revolution, not only has more of the family responsibility been undertaken by women, but also the major job of keeping the community functioning as a vigorous and progressive 'unit,' through church groups, Parent-Teacher associations, Red Cross, political, and other voluntary organizations.

It is important that women take a much more active part in the life of the community, both by voluntary work and service in elected office. To date, many women have been hesitant to take an active part in the political and decision-making process of the community, and have been unprepared to accept the very real commitment necessary to enter the decision-making arena. Women's contribution to decision-making positions in the community must be actively recognized and encouraged. The need for short courses in leadership training for women, possibly in a 'Folk School' setting, is obvious.[1]

Probably between 2 and 3 million women, a force roughly comparable in size to the female labour force, are members of volunteer associations, and they contribute millions of hours annually in unpaid services to their communities.[2] There is no doubt that such voluntary associations as the Women's Institute and the Hospital Auxiliaries (to name but a few) have played a major part in meeting the needs of women and men for social contact, and for opportunities to work cooperatively with other people, using their skills and abilities for the benefit of their communities. Besides providing a valuable opportunity for women to work together, volunteer activities have been an important avenue through which women have been able to exert pressure for social change, often as a forerunner to government action. It should be remembered that earlier in this century, volunteer work was the only means women had to make their concerns and needs known, since they were denied access to the sources of political and economic power.[3]

Voluntary associations are a great tool for organizing people to identify needs, to exercise influence to satisfy these needs, and generally to improve the quality of life. They are in a position to act on community social problems at a basic human level, rather than at a bureaucratic level. The impact of volunteer work on Nova Scotia society is inestimable. However, to obtain greater benefit from this largely untapped potential, volunteer workers who are attached to an institution (i.e. hospital, school) should be given the opportunity to participate in the decision-making of the institution to which they devote so much time and energy. The provincial and municipal governments should also draw on the members of voluntary associations for appointments to boards, commissions, and other such bodies.

90 *The Task Force recommends that people who do volunteer work should be publicly recognized for their leadership and participation in the community, and that*

(a) *institutions making use of voluntary workers ensure that these workers are involved in the decision-making process of the institution, and*

(b) *the provincial and municipal governments include in their appointments to boards, commissions, councils, etc., members of voluntary groups.*

Recently, volunteer work has been attacked as being an actual deterrent to the improvement of the status of women. Some women feel that, by devoting themselves almost exclusively to voluntary service, they have reduced their impact on society, and have failed to improve their own status in a world which regards monetary payment as the measure of value of the work done.[4]

Many volunteers feel that they suffer from disadvantages in trying to perform their work adequately. One major study, polling past and present volunteers, presented the following three weaknesses in volunteer involvement: inadequate training, not enough coordination of volunteer efforts, and lack of recognition for

voluntary services.[5] These concerns have all been expressed to the Task Force in many parts of the province.

Institutions should be encouraged to make training programs available in leadership and specific skills, as well as to pay certain expenses incurred by volunteers in the course of their work (i.e. baby-sitting, parking, transportation). This would reinforce the public recognition that volunteers deserve for their necessary contribution to society. Volunteer bureaus or agencies, which allow people to register for volunteer activities, should be encouraged in all parts of the province.

Recognition of the value of volunteer services, like recognition of the work of homemakers, is of great importance in improving the status of women. Volunteer work should be considered on application forms when a volunteer worker seeks paid employment; it should also be possible to credit volunteer experience towards educational courses where this is relevant. The media should play an active part in publicizing the work and community contributions of voluntary workers.

91 *The Task Force recommends that*

(a) *government and private industry credit the voluntary work of an applicant who is seeking paid employment; and*

(b) *universities and educational institutions credit volunteer experience, where relevant, toward further educational courses, especially when the volunteer may not have the regular educational prerequisites for such courses.*

Nova Scotia has a number of racial and cultural minority groups. The Task Force received briefs from Indian and Acadian women, and heard from individual Black women during the public hearings. Realizing that, for many of our minority sisters, it is particularly difficult to express their deep concerns in public, we encouraged those who could to meet with us informally.

Visible minority women told us that their long history of suppression can mean that some in minority groups lack the confidence and experience (writing briefs, speaking at public hearings, etc.) necessary to make their views known. Extra efforts are required for an interim period to compensate for the damage done by past and present inequities. We are also aware that many confident and articulate minority women do not wish to spend their time and energy communicating with majority groups, feeling that work with their own people is more worthwhile and relevant to their present objective.[6]

Further, in keeping with the principle of selfdetermination,[7] it is vital that minority groups organize themselves, define their own problems as they see them, and generate solutions that are truly appropriate and acceptable to themselves. In making recommendations, therefore, the Task Force feels that it is important to support the recommendations coming from the minority groups themselves, but that we must not go beyond these submissions and try to speak for them. A major submission from a group of Black women is in preparation, but will not be completed in time for inclusion in this report. The Task Force understands the reasons for this and is confident that the Province will give immediate and careful attention to this document when it is presented.

Minority group women, as all women, have been largely absent in the major decision-making bodies in our province. As members of minorities and as women they labour under a double burden in trying to be informed and to participate in the decision-making process, particularly at the provincial level. There are language barriers for those to whom English is a second language: for example, Acadian, Indian, and immigrant women. Cultural differences also make it difficult for the minority women to effectively take part in a decision-making process which has historically been dominated by the white Anglo-Saxon male and which continues to reflect his way of doing things. As a French-Canadian woman points out:

> . . .minority groups are always disadvantaged in such a process, because their attitudes, their ways of thinking and their education do not conform closely enough with the unwritten criteria of the majority that are voiced by its most influential members.[8]

This is not a deliberate attempt to exclude but, rather, an unconscious tendency to further those people who best reflect the value system of the majority. Unintentional or not, the end result is that the dominance of the majority is perpetuated and that exceptional difficulties impede the efforts of minority women to make their needs known.

Gaining access to infomation is another problem facing minority women. As was expressed in one of the briefs to the Task Force, and could be said of many minority women:

> Not being of the dominant culture and in many instances being geographically isolated, Acadian women have either been less informed or have been the last ones to know about particular programs. Not being of the dominant culture, they are perhaps less comfortable to speak out and to ask for information; therefore it is the responsibility of the government to see that they are adequately served.[9]

All Nova Scotians, particularly women, are appalled and ashamed of the fact that Indian women who marry non-Indians lose their Indian status and all of the rights and privileges that go with it. The children of such a union

are not eligible for Indian status. The Indian woman's loss of her Indian status continues even if her non-Indian husband dies, deserts, or divorces her. The result is that a woman of full Indian blood may have to live alone with her children, lacking even the protection of the *Indian Act* and the privilege of living with her own people on the reserve. On the other hand, a white woman married to an Indian man has full Indian status. As one non-status Indian woman put it: 'A white woman can come to live on my reservation, walk in my moccasins, and be buried in my grave. . .when I can not.'

The child of an Indian mother may not be registered as an Indian under the *Indian Act* if the registration is protested and if, upon the protest, it is decided that the father of the child is a non-Indian. Nova Scotia Indian women have asked the Task Force to support their efforts to change this blatantly discriminatory legislation.

92 *The Task Force recommends that the provincial government*

(a) *work through the minority group organizations to improve the status of minority women; and*

(b) *give priority to the provision of funding and other assistance to projects of minority group organizations which attempt to better the status of minority women.*

93 *The Task Force recommends that the provincial government make special efforts to make information accessible to minority women by*

(a) *translating material into the appropriate language wherever possible; and*

(b) *working through minority group organizations (and/or organizations with a large percentage of minority group members) to disseminate information concerning women.*

94 *The Task Force recommends that the provincial government strongly urge the federal government to take immediate action on the Nova Scotia Native Women's Association's recommendations that*

(a) *a woman who is born Indian and who is entitled to be registered as an Indian under the* Indian Act *not be denied her Indian status if she marries a non-Indian; and*

(b) *a child who is found to have been born of an Indian mother and a non-Indian father be entitled to be registered as an Indian under the Act even if there is protest against his/her registration.*

All women today in Nova Scotia, as the sisters of biblical times, are considering alternative choices and roles: both the role of Martha, who performed the typical task of the housewife, and the role of Mary, who assumed the more traditional male role in sitting with Jesus discussing those issues which go beyond home and hearth.[10] How can we ensure that all Nova Scotia women will be free to choose either the role of Martha or the role of Mary and, in many instances, a combination of both? And how can we ensure a society in which women can transcend such choices?

Many women are already taking personal risks in seeking a new and more profound role within their communities: those who met with the Task Force impressed us with their sincerity and their sense of urgency. We have also realized that there are in Nova Scotia, as elsewhere, many women who are content and untroubled in their present roles and life style. Should they not have the right to continue in a very traditional pattern? We answer that they must have that right and the respect that goes with it, but we must ensure that they have the confidence and skills so that their choice is not made out of the inability to do otherwise. When a woman limits her horizons because social myths have led her to believe that her only place is in the home, it is a sad situation. If, in addition, she is unknowing and uncaring about the plight, injustice, and anguish of many of her sisters, be they young, single mothers or rejected elderly women, then her state is all the more sad.

When we know how to ensure basic equality and justice, why do we not do so? When women realize their capabilities and potential, why are they so often hesitant in developing them? Why is it that many women do not really believe that they are competent and capable to fill senior decision-making positions? What is holding us back? Is it lack of confidence so frequently attributed to women? Is it a fear of hurting their husbands and children? Is it perhaps an understandable fear of the unknown? Of course the unknown is strange, but it is challenging. It takes the combined skills, creativity, optimism of all of us—men, women, and children — to welcome the future with confidence.

Development: Ministry of Women*

Throughout our province people asked us repeatedly, 'What is the Government really going to do to improve the status of women?' The view that radical social change can be effected without direct participation at the top level of government decision-making is naive and idealistic. Groups which are not directly represented in government, at the Cabinet level, talk, study, present briefs, and get too little action too late. The fate of the Report of the Homemakers' Task Force is a case in point. Desirable as a society without bureaucratic structure might be, the reality

* See page 76 for minority statement on a Ministry of Women.

at the present time is that action does not occur without top level involvement.

We found, as we travelled around the province, a large number of women who have urgent 'bread and butter' concerns: those of the mother who is trying to support herself and her children on a salary that is only 60% of what a man in a comparable position would earn; the depression of the housewife whose husband's job takes him away six months out of the year; the anxiety of the low-income family trying to 'make do' on scanty wages in an inflationary period; the fatigue and monotony of the women working in factories, fish plants, as waitresses or clerks; the crisis of the battered woman and her children in need of protection and shelter. We have learned with sorrow that the cry of these, our people, has been ignored by those who make decisions in this province. We are determined that their voice shall be heard, and at the top level, and have made this promise to the many people at our public and informal hearings who called for action. To discharge this responsibility we can do no less than call for representation at the highest level of government — a Ministry of State on the Status of Women.

This Ministry will provide a focus for issues affecting women and the family, ensure citizen participation in these issues, and promote implementation of the recommendations of the Nova Scotia Task Force on the Status of Women. The Ministry will provide women with two essential forms of power and prestige: at the highest level of decision-making, the Cabinet, and at the vital 'grass-roots' level. We are recommending a Ministry precisely because it is a structure that has 'clout,' that can be kept small, and that is neither unduly costly nor bureaucratic.

We see the Ministry as having very specific objectives and as calling upon resources and government departments already in existence. While influence at the Cabinet level is a major requirement for the Ministry, the strongest influence will be at the local, regional levels. The establishment of such a Ministry will provide the province with a unique opportunity to more easily initiate and maintain communication between ordinary people and the government.

Among the major functions of this innovative Ministry of Women, having creativity and strength at both the 'grass-roots' and Cabinet level, would be to promote the implementation of the recommendations of this Task Force; to monitor activities of both government and the private sector; to ensure policies and practices which will provide equal opportunities for women; to act as a liaison; and to serve as a communication link, among all organizations, governmental and private, concerned with the status of women in Canada and abroad.

We suggest for the Ministry a very small central staff, working with the Minister and/or Deputy Minister, and a number of community field workers located throughout the province. Each of these field workers will work closely with regional voluntary councils, made up of representatives of women's organizations, women of minority groups, women in business, industry, and the home.

The importance of the regional voluntary councils cannot be over-estimated. Their members, serving in a voluntary capacity as women in Nova Scotia have done over the years, would be able to identify the concerns, the needs, and objectives of women throughout the province. The voluntary councils will establish priorities, policies, and practices for their local areas; the community field workers will ensure that decisions of the regional voluntary councils are presented immediately and accurately to the Minister for Cabinet action.

It is imperative that all those involved in the new Ministry, particularly the community field workers, be creative and innovative people. They should be sensitive, able to communicate effectively with all those in their areas; able to work independently and to cooperate with all community individuals and groups, the staff and media; sufficiently flexible to adapt to a variety of situations and work conditions; able to exercise sound judgement and work cooperatively with other field workers in both the public and private sector. It is imperative that the community field workers have knowledge and experience with the people, activities, and local resources in their area, and that they be free to travel. Bilingualism would be an asset in some areas.

We envisage in the Ministry, two sections: one to provide needed educational and consultative services; the other to provide an information, resource and research service. The educational and consultative section will encourage and promote an awareness and understanding of the concerns of women; initiate, promote, and coordinate programs to enhance their position; and provide for extensive educational outreach programs in response to community needs, coordinated through community field workers and regional voluntary councils. The information, research and resource section will maintain an up-to-date directory of all community resources pertaining to the status of women in Nova Scotia (information on persons, statistics, materials, etc.) and wherever possible pertaining to women in other parts of the world. It will provide information, counselling assistance, and personal and professional referrals to all those who make contact by phone, letter, or in person. It will initiate descriptive task-oriented research on materials pertaining to the status of women in Nova Scotia, and

recommend to appropriate organizations the undertaking of more extensive research studies.

95 *The Task Force recommends the establishment in Nova Scotia of a Ministry of State for the Status of Women, to give women a strong voice at the highest level of decision-making in our province.*

Our recommendation to Government for a Ministry shows clearly that we are seeking responsibility as well as opportunities for participation and development; we anticipate a future for our province that is positive, healthy, and good, and we want our fair share and our rightful place in bringing about that future.

We value our womanly qualities. We are confident in our potential and selective in our priorities. We realize that our needs and demands for greater personal development and more responsible social involvement are urgent and realistic. We are confident that women throughout Nova Scotia, as individuals and as members of groups and organizations, will reflect on our Report and recommendations, and indicate to their members of the Legislature the strength of their support. We count also on women of the media to encourage wide dissemination and discussion of our ideas and recommendations, and to press for their implementation.

We hope this Government will be courageous and futuristic in acting on behalf of the women of Nova Scotia. Nothing less than a Ministry of Women will ensure for all women equality of opportunity and responsibility in the total life of our province.

We expect the Government to receive our Report and its recommendations positively and with open minds. We are confident that it will make every effort to ensure greater opportunities for women to participate at all levels of decision-making. By so doing, they will reply to the often heard accusation, 'The Government appointed the Task Force as window-dressing for International Women's Year — as a substitute for real action.' Regardless of what the intentions of Government may have been in asking for a report, the Task Force concluded that this Report was a necessary step to challenge Government to act, and to give the women of Nova Scotia information and recommendations around which to organize and press for change. The burden is now on the Government — and we are confident that, if the Government does not act, the women will!

---

1 See Chapter on Opportunities for Learning.

2 Report of the Royal Commission on the Status of Women (1970).

3 M. Conrad, 'The Changing Role of the Volunteer.' Speech presented at I.W.Y. Steering Committee Conference on Voluntarism, at Mount St. Vincent University, Halifax, June 10, 1975.

4 'The Changing Role of the Volunteer,' see fn. 3.

Margaret A. Sanborn and Caroline Bird, 'The Big Giveaway: What Volunteer Work is Worth,' *Ms*, February, 1975.

National Organization of Women (NOW), Task Force on Volunteerism, November, 1973.

5 Novia Carter, 'Volunteers: The Untapped Potential,' *The Canadian Council on Social Development*, 1975.

See also:
Joyce Howarth and Susan Secord, *The Female Volunteer*, a survey conducted in the Province of Alberta, 1974.

6 Dr. C. M. Best, C.M. Talk presented on visible minority women to other members of the Task Force on January 8, 1976.

7 M. G. Ross and B. W. Lappin, *Community Organization, Theory, Principles and Practice*, 2nd Edition, Harper and Row, New York, 1967.

8 L. M. Thur, 'On the Road to Equality,' *Journal of the Canadian Dietetic Association*, Vol. 36 No. 4, 1975.

9 Submission to the Nova Scotia Task Force on the Status of Women by Judy Aymar, October 30, 1975.

10 *New Testament*, St. Luke, Ch. X, V. 38-42.

Summary of Recommendations

Work Inside The Home

1 *that the provincial and federal governments initiate study into the best way of including the work of homemakers in the economy, and that they devise appropriate ways of ensuring that the homemaker's work is financially recompensed.*

2 *that the provincial and federal governments give their urgent attention to the matter of providing coverage for homemakers under the Canada Pension Plan, by embarking on an in-depth study (with participation from Nova Scotia women) with recommendations for a solution which will extend equitably to all full-time homemakers.*

3 *that the provincial government urge the federal government to amend the* Income Tax Act *to provide that income paid by a farmer to his spouse may be tax deductible.*

4 *that the provincial government, through Department of Education curriculum and materials and through the media, actively promote the idea that household and child care responsibilities should be shared jointly by the employed husband and wife.*

5 *that the provincial government enact legislation providing that both husband and wife are deemed co-owners of all real and personal property acquired after the date of the marriage, with husband and wife having joint control over these assets.*

6 *that the provincial government enact immediate legislation providing that both spouses are presumed to be joint owners of the family home, unless a contrary intention appears or unusual circumstances exist.*

7 *that the* Dower Act *and the* Dower Procedure Act *be repealed, on implementation of the presumed joint ownership of the family home.*

Work Outside The Home

8 *that private employers and the provincial Civil Service Commission take active steps to ensure that work is a humane and enriching experience, by*

(a) *making part-time work, with pro-rated fringe benefits, available to both men and women;*

(b) *adopting flexible working hours, where appropriate to the normal business operations;*

(c) *encouraging part-time occupational experience for young people in different areas of work, to help them make appropriate career choices;*

(d) *providing attractive child care facilities for the children of employees, at the job site;*

(e) *encouraging part-time, consulting or honorary (i.e. on an emeritus basis) work for people beyond the usual retirement age; and*

(f) *providing facilities for rest and recreation at the work site for both men and women.*

9 *that the provincial government set an example for the rest of the economy in making it a policy to appoint women to provincial boards and commissions, to top civil service posts, and to positions of authority, at least in proportion to the number of women in the paid labour force.*

10 *that the Nova Scotia Civil Service Commission immediately ensure, in all government departments and agencies, improvement in the conditions of clerical workers, by*

(a) *abolishing the system of 'rug-ranking' for secretarial employees, and establishing in its place a job evaluation program emphasizing the employee's duties, skills, and experience;*

(b) *establishing job descriptions for non-professional employees, especially clerical and secretarial employees, so they will know what their functions should be, and be afforded a pay increase or re-classification if they take on added duties; and*

(c) *recognizing secretarial and clerical experience as being relevant in filling senior, non-professional administrative positions.*

11 *that the Nova Scotia Civil Service Commission and Canada Manpower expand and improve their counselling and training programs by*

(a) *providing adequate counselling services by both male and female counsellors, to all employees, but especially to clerical and secretarial workers, who wish to move out of their current fields;*

(b) *requiring all counsellors and personnel officers to undergo training to educate them on the problems and needs of working women, and to attempt to remove unconscious sexist attitudes which they might hold;*

(c) *actively informing women of opportunities in non-traditional lines of work, and encouraging women and men to take training and to apply for jobs in these fields;*

(d) *encouraging women re-entering the labour force after several years at home to take upgrading courses or to learn new skills so that they can find appropriate employment more easily;*

(e) *considering work at home as well as volunteer work as 'work experience' on all application forms; and*

(f) *ensuring that training programs and all conditions of such programs (such as training allowances) are equally available to men and women.*

12 *that the provincial government act positively in bringing the salaries of women up to those of men, by implementing through legislation the concept of equal pay for work of equal value.*

13 *that every employer who directly or indirectly receives government monies, as well as the government and its agencies, be under an obligation to file an 'affirmative action plan' with the Department of Labour. The plan would require that the employer*

(a) *analyze the jobs in which women are not utilized to their full potential;*

(b) *set numerical goals (*not *quotas) for the employment of women;*

(c) *set a specific timetable for increasing the utilization of women; and*

(d) *describe in detail the methods to be used in complying with the plan.*

14 *that Regulation 2(1) under the* Labour Standards Code, *exempting domestic servants from the application of the Act, be repealed, and that measures be taken by the Department of Labour to devise the best method of ensuring that domestics receive the benefits to which they are entitled.*

15 *that part-time workers be covered by the provisions of the* Labour Standards Code, *and that conditions of employment such as pay and fringe benefits be provided on a mandatory, pro rata basis.*

16 *that the provincial Department of Labour take an active role in enforcing the provisions of the* Labour Standards Code, *by*

(a) *ensuring not only that there is a reasonably equal proportion of male and female departmental officers, but that these employees receive appropriate training to make them aware of and sensitive to the problems and issues facing working women; and*

(b) *by making investigations and enquiries, on its own initiative, into any area covered by the legislation, and where non-compliance is discovered, by treating it in the same way as any violation of the Code.*

17 *that the* Human Rights Act *be amended so that*

(a) *discrimination based on marital status in employment is illegal;*

(b) *the term 'conditions of employment' in s. 11A(1) (d) of the Act be defined to include employee fringe benefit plans, and further that regulations be passed stating that the use of actuarial tables which take into account the differences between men and women are illegal, and that the level of benefit or the cost of premiums should not vary because of the sex or marital status of the employee;*

(c) *the Human Rights Commission must publicize all the decisions of boards of inquiry, so that employers and employees, as well as the general public, will be made aware of what is, and is not, discriminatory behaviour;*

(d) *where the conciliation process has gone on for at least 3 months and the case has not been settled, or where the complainant feels that it would be unwise or unnecessary to attempt to conciliate the issue, the complainant should have direct access to the Court, represented by her (his) own counsel, and assisted by legal aid, if she (he) qualifies; and*

(e) *regulations define the term 'bona fide occupational qualification based on sex' contained in Section 11A(1) (d) of the Act.*

Children: Our Natural Resource

18 *that*

(a) *jurisdiction over child care services be transferred from the Department of Social Services to a separate division of the Department of Education; and*

(b) *child care services be administered through the Department of Education with mandatory participation from the Departments of Social Services, Health, and Recreation, as well as from concerned, involved parents.*

19 *that municipal units, under Section 3 of the* Day Care Services Act, *set up, organize, and operate child care centres sufficient to meet the needs of the particular area.*

20 *that*

(a) *the department having jurisdiction over child care services utilize development workers in all parts of the province; and*

(b) *development workers be given the responsibility to stimulate the development of high-quality child care centres and to assist parents and municipalities in setting up and organizing child care centres.*

21 *that the provincial* Planning Act *be amended to provide that each municipal development plan shall include a statement of policy with respect to the provision of child care services to meet the needs of the community.*

22 *that, wherever possible, existing facilities, such as schools, church halls, senior citizens' residences, and apartment buildings, be used to house child care centres.*

23 *that the builders of new apartment buildings and housing projects of a certain size be under a legislative obligation to provide facilities to meet the child care needs of their tenants.*

24 *that the regulations under the* Day Care Services Act *be amended to provide for maximum parental and community participation and involvement in child care, by*

(a) *ensuring mandatory parental involvement at the government planning and policy level; and*

(b) *ensuring that parents whose children are enrolled in child care centres constitute the majority of members on any child care board, and that there be reasonably equal representation of men and women on these boards.*

25 *that the regulations under the* Day Care Services Act *be amended to provide for the highest quality of child care, by providing*

(a) *that the staff/child ratio be improved, especially in the case of pre-school age children, from the present 1:7 to 1:4; and*

(b) *that staff diversity should be emphasized, so that the staff in any one centre will be representative of different age, sex, racial, and social groups, and where possible of different backgrounds in training and experience.*

26 *that the department having jurisdiction over child care services*

(a) *expand the child care worker training programs at the university, technical school, and vocational school levels;*

(b) *ensure that child care worker training programs emphasize the importance of sensitivity, warmth, and empathy in dealing with children; and*

(c) *establish standards of training and experience for various levels of child care workers.*

27 *that the provincial government incorporate into our child care system a network of licensed family child care homes affiliated with a child care centre, covered by reasonably flexible provincial regulations.*

28 *that parents whose children participate in family child care be eligible for provincial subsidies.*

29 *that unions, government, universities, and other employers provide on-site child care facilities for the children of their employees.*

30 *that child care centres, including affiliated family child care homes, offer support services to parents, staff, and children, by*

(a) *sponsoring discussions, seminars, and workshops in effective parenting, open to all parents in the community;*

b) *offering, to family child care workers and regular staff, orientation seminars and other group programs, where needed;*

(c) *ensuring that all children in family child care homes or in a child care centre be afforded the opportunity for early diagnosis of physical, learning, or social disabilities; and*

(d) *ensuring a variety of programs, such as nursery schools, after-school and part-time care and neighbourhood playgroups, to meet local needs.*

31 *that, as an interim measure, the government ensure that the fee structure for child care be made more responsive to the needs and means of the users, by*

(a) *raising the limit over which no provincial subsidization is available, and indexing that figure to increases in the cost of living;*

(b) *extending the subsidy program to the users of family child care services; and*

(c) *providing start-up grants to equip and supply new centres, development grants to equip and supply exisiting centres, and renovations grants for alterations and improvements to relatively permanent premises.*

32 *that the provincial government approach the federal government on the matters of*

(a) *amending the* Income Tax Act *so that full child care costs are deductible; and*

(b) *enacting a national Child Care Act under which federal funds will be available on a cost-sharing basis for the building and running of child care centres.*

33 *that, since all members of a given society are responsible for their young, the provincial government adopt as a long-term goal the provision of child care services funded out of general taxation revenues.*

Opportunities for Learning

34 *that all authorities responsible for education in the province ensure that parents be given a strong voice*

in decisions dealing with the type of education that their children receive, by

(a) *encouraging parent participation and involvement in classroom activities and in decisions involving curriculum planning;*

(b) *ensuring that a large proportion of school board members are parents whose children are presently enrolled in the school system;*

(c) *encouraging programs bringing together the parents, the teacher, and where appropriate, the student; and*

(d) *actively encouraging more fathers to be involved in day-to-day aspects of their children's education at the classroom level, and more mothers to take part in the decision-making process, at the administrative and school board levels.*

35 *that education authorities in the province improve the representation of women at all levels of the education system, by*

(a) *improving the representation of male teachers at the elementary level, and of female teachers at the junior and senior high school and university levels;*

(b) *reviewing and changing hiring and promotion patterns which result in a predominance of male principals, inspectors, supervisors, and administrators;*

(c) *ensuring that qualified women are appointed to school boards, university senates, and boards of governors, in numbers proportionate to their representation in society; and*

(d) *making special efforts, working through minority group organizations, to locate and train women from the visible minority groups to become teachers, counsellors, and administrators.*

36 *that Nova Scotia universities improve the status of academic women, by*

(a) *providing the same salary scales for men and women, and fringe benefit plans which do not contain differences based on the sex of the employee;*

(b) *providing the same benefits (pro-rated) to part-time faculty, in the areas of salary protection, promotion, tenure, fringe benefits, and sabbatical leave; and*

(c) *improving the representation of female faculty members by encouraging female students to continue on to graduate school, and by actively recruiting qualified women for faculty, senior faculty, and administrative positions.*

37 *that education authorities in the province improve the counselling services offered to girls and women, by*

(a) *ensuring that both male and female counsellors are available at all levels of the education system;*

(b) *requiring that all counsellors take training programs to educate them to the problems and needs of girls and women, and to attempt to remove unconscious prejudicial attitudes which the counsellor might hold;*

(c) *ensuring that career orientation programs include presentations by women who are successfully employed in both traditional and non-traditional jobs; and*

(d) *actively informing young women of opportunities in both traditional and non-traditional occupations, at all levels from trades to professional, and encouraging them to take training and apply for jobs in these fields.*

38 *that education authorities in the province remove sex bias from school texts, curriculum, and classroom practices, by*

(a) *undertaking an ongoing review of school texts currently in use, and by immediately replacing those which reflect outdated attitudes and stereotypes of the sexes;*

(b) *promoting and encouraging courses and materials which emphasize the contribution of women to society;*

(c) *establishing programs to promote interaction between teachers and parents with a view to ending sex discrimination both at home and at school;*

(d) *providing in-service training programs to instruct all teachers in the damaging effects on children of sex stereotyping in school texts and in classroom practices;*

(e) *ensuring that administrators, teachers, and students periodically review and discuss their effectiveness in eliminating sex bias in their schools; and*

(f) *initiating, when appropriate and possible, intensive research and educational programs with girls and women to discover how to stimulate attitudinal change relating to women in education, the home, and all segments of society.*

39 *that education authorities in the province*

(a) *attempt to provide alternative types of education within the public school system, such as all-boys or all-girls schools, and 'free' or open schools; and*

(b) *wherever appropriate and possible, provide separate classes for exceptional children and young adults with special needs.*

40 *that education authorities in the province ensure that educational institutions are available for community*

use, where appropriate, on a 24-hour and year-round basis.

41 *that school boards ensure that the curriculum includes the opportunity for students to visit different work sites, and the opportunity for students from isolated communities to visit other areas of the province.*

42 *that education authorities in the province*

(a) *encourage the establishment of more courses in values and family life education beginning at the earliest possible age, in order to prepare young people for their roles as responsible adults, parents, marriage partners, and citizens; and*

(b) *ensure that such courses present an unbiased and open-minded view of the roles of women and men.*

43 *that the Nova Scotia* Human Rights Act *be amended to prohibit discrimination on the basis of sex in all educational courses, programs, and facilities funded directly or indirectly by public monies.*

44 *that the role and contributions of women in our society be seen by education authorities in the province as subjects worthy of study and research, and that they*

(a) *offer courses in such things as the history, psychology, and literature of women, and work towards the eventual incorporation of this material into regular course content;*

(b) *offer opportunities for girls and women to take part in assertiveness training programs;*

(c) *ensure that their libraries have a representative selection of quality books by and about women;*

(d) *promote and encourage research involving women and dealing with issues raised by and affecting women; and*

(e) *re-evaluate knowledge in the humanities, and in the social, biological, and medical sciences, in light of the challenges by feminist scholars to the perceptions of traditional knowledge in these areas.*

45 *that education authorities in the province and other funding agencies, both public and private, provide adequate funding to facilitate research dealing with issues raised by and affecting women.*

46 *that the Department of Education oblige all schools, colleges, and universities in the province to file with the Department an 'affirmative action plan' which would provide a detailed plan and a specific timetable for the elimination of sex bias in textbooks, curriculum, and classroom practices (see Recommendation 38), in counselling services (see Recommendation 37), and for the improvement of the representation of women at all levels of the educational system (see Recommendations 35 and 36).*

47 *that education authorities in the province, and all agencies and organizations involved in continuing education, intensify their efforts to meet the educational needs of women, by*

(a) *providing a wide variety of courses to suit different needs, i.e. extension programs, seminars, weekend workshops, evening courses, radio and television courses;*

(b) *arranging courses at times convenient to women with small children, women who work during the day, and women at home;*

(c) *providing child care facilities, where needed;*

(d) *ensuring that fees for continuing education courses remain at a minimum level;*

(e) *undertaking research and establishing special programs to meet the needs of women at home;*

(f) *ensuring that citizens in all parts of the province are aware that they can initiate continuing education courses (through the Adult Education division of the Department of Education);*

(g) *ensuring that citizens in all parts of the province are aware that adults, regardless of early schooling, are eligible to apply for admission to university as 'mature students'; and*

(h) *encouraging programs for women to meet their special needs for continuing professional education and retirement or leisure-time education.*

48 *that the provincial government urge the federal government to extend the present student loan program to part-time students.*

49 *that education authorities in the province provide financial and teaching assistance to community groups who wish to institute 'live-in' or 'Folk School' courses dealing with the concerns of women, the community, and leadership training.*

50 *that the provincial government act immediately on improving the portrayal of women in the media, by*

(a) *asking the Human Rights Commission to develop guidelines on what constitutes derogatory, demeaning, or disrespectful portrayal of women in the media; and by*

(b) *urging the appropriate federal and provincial agencies to adopt these guidelines on all programming*

and in all materials which are to be seen, heard, or read in Nova Scotia.

Needs For Support

51 *that regional mental health clinics assist in the provision of lay counselling services to communities which need them, by supporting training programs and seminars in effective helping techniques, by aiding in the selection and supervision of workers, and by serving as a resource to be utilized by lay community counsellors.*

52 *that provincial and municipal governments*

(a) *make grants available to small groups of interested people who wish to provide crisis counselling, supportive and information services to women in need; and*

(b) *inform the public that grants are available for the provision of crisis counselling, supportive and information services to women in need.*

53 *that provincial and municipal governments assist women in establishing province-wide information services, including*

(i) *public information offices in different areas, or travelling information vans;*

(ii) *information on community resources and services as well as procedures for referral to such services; and*

(iii) *free long-distance telephone calls from people who are not close to a local office.*

54 *that the Department of Social Services provide more adequate assistance to women in times of crisis, by*

(a) *reviewing its policies concerning women leaving the matrimonial home because of marital or other crises;*

(b) *providing direct financial support to the establishment of 'transition houses' to assist women in crisis;*

(c) *providing direct financial support to those providing shelter and/or lay counselling in their own homes ('transition homes') to women in need; and*

(d) *providing professionals on a consulting basis to transition houses and homes, where needed.*

55 *that the Department of Social Services provide long-term financial assistance to visiting and teaching 'homemaker service' programs, in order*

(a) *that they may recruit, train and pay their staff; and*

(b) *that these services can be provided at a nominal rate to those receiving social assistance.*

56 *that*

(a) *specially trained Homemakers be available to assist in the home or to relieve the women caring for a handicapped person, when needed;*

(b) *community centres be utilized for the use of handicapped persons which would provide short-term 'live-in' facilities, as well as recreational and counselling opportunities; and*

(c) *the government encourage all segments of the economy — employers, child care centres, schools, etc. — to actively integrate, where possible, the handicapped person.*

57 *that the Department of Social Services develop a system of providing a guaranteed annual income, administered as payment for work performed, for the single parent who is staying home to raise pre-school children.*

58 *that the Department of Social Services*

(a) *encourage and work with Big Brother, Big Sister, and Volunteer Grandparent programs, to expand in the direction of 'surrogate parent' programs; and*

(b) *provide for 'surrogate parent' services in long-term social planning as part of preventive social services.*

59 *that the Department of Social Services immediately provide and utilize mechanisms to ensure effective input from citizens using social services, and that the services which are provided are truly responsive to the needs of the people.*

60 *that the Department of Social Services adopt a long-term coordinated development plan to cover the wide range of personal social services, with the goal of enhancing the quality of life for all Nova Scotians.*

Well-Being

61 *that the Nova Scotia Medical Society and the Dalhousie Medical School proceed immediately to*

(a) *establish courses, programs, and curricula which will present accurate attitudes towards women and their health needs;*

(b) *ensure that the medical textbooks used in the professional training of both doctors and nurses reflect these accurate attitudes towards women and their health needs; and*

(c) *offer mandatory courses pertaining to women's health needs to all those entering the field of medicine, as well as refresher courses for those who have already graduated.*

62 *that the medical profession, through the Nova Scotia Medical Society and the Dalhousie Medical School,*

ensure that women are actively recruited for positions on faculty, at least in proportion to the numbers of women graduating from medical school.

63 *that the cost of yearly complete physical examinations be covered by M.S.I.*

64 *that courses in nutrition be made a mandatory part of the training of medical doctors.*

65 *that the Department of Health act immediately to*

(a) *acquire sufficient equipment for the detection of breast cancer (thermography and mammography equipment);*

(b) *make such equipment available to all women as a routine part of their yearly physical examination;*

(c) *make medical and gynecological services available to women in all parts of the province, if necessary by means of a mobile van;*

(d) *ensure that such mobile vans are staffed by a gynecological team with adequate cancer detection equipment and examination facilities; and*

(e) *ensure that local clinics, wherever they exist, work closely with the Department of Health's self-contained mobile van and its staff.*

66 *that the Department of Health make health care more accessible to the women of the province by*

(a) *establishing and encouraging the profession of midwifery for assistance in normal childbirth; and*

(b) *actively promoting the establishment of Well Women's Clinics, supported by local hospitals, in all areas of the province.*

67 *that the Departments of Health and Education ensure that*

(a) *factual, understandable, and unbiased contraceptive information and devices be available to all people who need them;*

(b) *planned parenthood clinics be available in all areas of the province, to provide contraceptive information, devices, counselling, and medical referrals; and*

(c) *universities and professional organizations promote research on male contraception (i.e. vasectomy, birth control pills, etc.) and on the long-term effects of all contraceptives.*

68 *that the provincial government*

(a) *strongly urge the federal government to repeal those sections of the* Criminal Code *relating to abortion; and*

(b) *study the implications on provincial health care and facilities of removal of abortion from the* Criminal Code, *so that the province will be prepared to exercise its new jurisdiction over abortion.*

69 *that the Departments of Education (Adult and Continuing Education branches), Recreation, and Health*

(a) *work together to ensure that adult women are encouraged and given every opportunity to participate in sports activities; and*

(b) *plan their programs according to the convenience and needs of the users, especially women.*

70 *that the provincial government, when planning recreational facilities, take into consideration the needs of women, by ensuring that there is adequate space for the care of children during times when their mothers are involved in sports activities.*

71 *that the Department of Health, mental health clinics, and universities, immediately undertake clinical research and program evaluations which take into account and/or explore the relationships between social conditions, mental and occupational status, and the patterns of mental illness.*

72 *that the Department of Health promote activities which are intended to develop sensitivity toward and awareness of the problems of sex bias and sex-role stereotyping in mental health services, by*

(a) *encouraging universities and professional organizations to hold workshops on sex bias for practicing mental health workers and those in training; and*

(b) *developing and distributing materials to foster awareness of these problems.*

73 *that the Departments of Health and Education act cooperatively on the problems of sex bias and sex-role stereotyping in psychological testing and diagnosis by*

(a) *urging publishers to immediately eliminate known sex biases in psychological tests; and*

(b) *urging schools, mental health centres, mental hospitals, and employers who use psychological testing materials, to use only those known to be free of sex bias and sex-role stereotyping.*

74 *that the Department of Health make strong representation to drug companies to immediately eliminate sex-biased advertising.*

75 *that the Department of Health, working through the professional organizations and regional mental health centres and mental hospitals, encourage all mental health practitioners to take the objectively disadvantaged position of women into account, by*

making additional resources (such as women's study courses, consciousness raising groups, workshops, seminars, materials, etc.) available to the woman patient which will assist her to become aware of the collective strengths and problems of women.

76 *that the Department of Health ensure that there are adequate facilities for the treatment of women alcoholics in detoxification centres and in transition houses in different parts of the province.*

77 *that the Department of Health strongly urge all centres, agencies, and hospitals involved in the mental health treatment of women to*

(a) *examine treatment resources for women, to determine the extent to which their existence, structure, and use fits the needs of the patients;*

(b) *provide treatment programs which are truly accessible to women, i.e. ones with child care facilities; and*

(c) *be aware of the importance of female role models and provide women patients the opportunity to work with female therapists and counsellors.*

Responsibilities and Rights

78 *that provincial legislation dealing with maintenance obligations be amended to*

(a) *implement new rules of maintenance with entitlement based on needs created by the division of function within the marriage, and financial rehabilitation rather than dependency when the marriage ends;*

(b) *provide reciprocal maintenance obligations on both husband and wife; and*

(c) *eliminate adultery as a bar to maintenance.*

79 *that the provincial government urge the federal government to amend the* Divorce Act *to*

(a) *allow divorce to be granted on the grounds of 'irretrievable marriage breakdown';*

(b) *incorporate into the divorce process substantial pre-trial counselling, and other procedures to effect reconciliation where possible and to minimize the incidence of contested matters at the time of the hearing; and*

(c) *incorporate rules of maintenance on divorce based on needs arising out of the division of function within the marriage, and financial rehabilitation rather than dependency when the marriage ends.*

80 *that the provincial government provide and publicize counselling services to*

(a) *prepare young adults with a realistic view of the rights and obligations of marriage; and*

(b) *devise programs to assist people, through the Family Court and other existing services, to cope with the debilitating effects of divorce and separation.*

81 *that the* Human Rights Act *be amended to state that discrimination on the basis of sex or marital status in the granting of credit is prohibited.*

82 *that all provisions in the Nova Scotia statutes which allude to the 'head of the family' concept, which give women or men a privileged position, and which accord different status or treatment based on sex, should immediately be appropriately amended or repealed. (See Appendix E for list of offending statutes.)*

83 *that the provincial government enact legislation to abolish the common law actions of enticing, criminal conversation, loss of consortium, and other actions based on a proprietary relationship between husband and wife.*

84 *that those Nova Scotia statutes dealing with the rights and obligations of parents and children be amended so that the rights and obligations of parents with children born out of wedlock are the same as those of all other parents and children.*

85 *that the provincial government make strong representation to the Law Reform Commission of Canada to undertake a comprehensive study of sexual offences in the* Criminal Code, *with recommendations for amending the Code so that women and men are treated equally and fairly.*

86 *that the provincial government establish a 'unified Family Court' by creating a Family Division of the Supreme Court of Nova Scotia, to exercise jurisdiction over all matrimonial, family, and juvenile proceedings.*

87 *that the Department of Social Services undertake to guarantee the monthly payments of all court maintenance orders to those beneficiaries on social assistance, and that they seek restitution from the husband who has been ordered by the court to pay.*

88 *that the legal profession, through the Dalhousie Law School and the Nova Scotia Barristers Society, ensure that women are actively recruited for positions on faculty and in law firms, at least in proportion to the numbers of women graduating from law school.*

89 *that the provincial government reconstitute the Law Reform Commission so that it consists of equal numbers of lawyers and lay people, both men and women, and representing broad societal interests.*

Our Rightful Place

90 *that people who do volunteer work should be publicly recognized for their leadership and participation in the community, and that*

(a) *institutions making use of voluntary workers ensure that these workers are involved in the decision-making process of the institution; and*

(b) *the provincial and municipal governments include in their appointments to boards, commissions, councils, etc., members of voluntary groups.*

91 *that*

(a) *government and private industry credit the voluntary work of an applicant who is seeking paid employment; and*

(b) *universities and educational institutions credit volunteer experience, where relevant, toward further educational courses, especially when the volunteer may not have the regular educational prerequisites for such courses.*

92 *that the provincial government*

(a) *work through the minority group organizations to improve the status of minority women; and*

(b) *give priority to the provision of funding and other assistance to projects of minority group organizations which attempt to better the status of minority women.*

93 *that the provincial government make special efforts to make information accessible to minority women by*

(a) *translating material into the appropriate language whenever possible; and*

(b) *working through minority group organizations (and/or organizations with a large percentage of minority group members) to disseminate information concerning women.*

94 *that the provincial government strongly urge the federal government to take immediate action on the Nova Scotia Native Women's Association's recommendations that*

(a) *a woman who is born Indian and who is entitled to be registered as an Indian under the* Indian Act *not be denied her Indian status if she marries a non-Indian; and*

(b) *a child who is found to have been born of an Indian mother and a non-Indian father be entitled to be registered as an Indian under the Act even if there is protest against his/her registration.*

95 *The Task Force recommends the establishment in Nova Scotia of a Ministry of State for the Status of Women, to give women a strong voice at the highest level of decision-making in our province.*

This Report is respectfully presented by the Nova Scotia Task Force on the Status of Women for consideration by the Province of Nova Scotia.

Mairi St. John Macdonald, Ed.D., Chairperson

Carrie M. Best, Ll.D., C.M.

M. Edna deSanctis

Judith Harrington Giffin, Ll.B., Dip.Crim.

Joan McLellan, S.R.N.

Lorette Woolsey Toews, Ph.D.

Mary Crawford Wall, M.Ed.

Susan Mackasey Ashley, B.A., Ll.B.
Legal Advisor

Lucille Thériault, B.S.Sc.
Executive Secretary

Date: March 31, 1976

In Appreciation

We, on the Task Force team, extend our sincere gratitude and earnest good wishes to each and all who in any way assisted us with our challenging assignment:

— those who participated at the hearings

— those who made submissions

— the Task Force office staff

— the provincial and federal coordinators, the steering committee and the office staff for International Women's Year

— our colleagues in government and the media

— our employers who so generously allowed those of us employed outside our homes the time required to do justice to our task:

Mount Saint Vincent University
(Dr. Mairi Macdonald, Chairperson)

S. H. Stevenson, Ltd. (Edna deSanctis)

Nova Scotia Legal Aid (Judith Giffin)

Acadia University (Dr. Lorette Toews)

Dartmouth School Board (Mary C. Wall)

— our own cherished and supportive families

our designer: Horst Deppe

our printer: R. G. Watson
Earl Whynot & Associates Limited

We have shared a memorable experience. We have developed warm friendships throughout the province which will enrich our lives. As individuals and colleagues we hope to continue our commitment to work with and for the women of Nova Scotia.

Task Force Team

Dr. Mairi Macdonald. A professional educator, presently Assistant Dean-Director of Continuing Education and Summer School at Mount St. Vincent University; formerly involved in agriculture, teaching, counselling, and educational administration in England, Quebec, and Ontario, as well as in Nova Scotia; member of an old Pictou County family, happy to be back East again.

Dr. Carrie Best. Well-known New Glasgow journalist and columnist of weekly newspaper Pictou *Advocate*. Recipient of the National Black Award, the Canada Medal, an honorary LI.D. from St. Francis Xavier University; a dedicated worker in the area of social services, recreation, and human rights; has made a significant contribution working with visible minority groups in Nova Scotia.

Edna deSanctis. National President of the Business & Professional Women's Club of Canada; Office Manager and full-time businesswoman with Cape Breton insurance company; a director of the Canadian Heart Foundation and the Cape Breton Industrial Board of Trade; member of the Sydney Recreation Commission; Secretary of the Maritime Fire Chiefs and Chief Fire Officers; resident of Sydney, and loyal supporter of the 'republic of Cape Breton'!

Judy Giffin. Currently operating own law office in Halifax. Formerly associated with Nova Scotia Legal Aid; Chairperson, Family Law Sub-section of the Nova Scotia Branch, Canadian Bar Association; member of the Metropolitan Regional Board of the Drug Dependency Commission for Nova Scotia; a popular lecturer on women's legal rights.

Joan McLellan. Lives on family farm in Noel Shore, sharing responsibilities with husband, Gilmore. Mother of three grown children; enthusiastic community worker: past President of Women's Institute of Nova Scotia, Municipal Councillor for East Hants, member of the Colchester-East Hants Amalgamated School Board.

Dr. Lorette Toews. Counselling Psychologist, Home Economics Department, Acadia University. Active on several national committees on the status of women: Canadian Psychological Association, Canadian Federation of University Women, Canadian Association of University Teachers; enjoys living in Wolfville with husband, Dan, and two children.

Mary C. Wall. Director of Guidance and Pupil Personnel for Dartmouth City schools. Formerly principal of elementary school, Mulgrave Park, Halifax; homemaker as well as career woman; currently President of Provincial Council of Women; active in Canadian Association for Mental Retardation, Home and School, United Appeal.

Minority Statements

(Black) Minority Women

This report is respectfully submitted first as a member of the Nova Scotia Task Force on the Status of Women realizing fully the magnitude of the task that was entrusted to us by the Government of Nova Scotia.

It is presented secondly as a native-born Nova Scotian proud of my heritage dating back to 1787, when by authority of Governor Parr, land in Nova Scotia was granted to my ancestors on both sides of my family.

Lastly, I submit this report as a Black Woman (a minority within a minority) fully aware of the problems and limitations encountered by them and other less visible minority women, and with knowledge gained by 'grass-roots' involvement, and the ability to assess them.

With all due respect to my colleagues on the Task Force, whose sincerity I do not question, I cannot subscribe to the recommendation of a Ministry of Women as a practical and realistic approach to the concerns and problems presented to the Task Force, through written and oral briefs, by the women of Nova Scotia.

Such a decision-making structure hierarchically and politically oriented, could unknowingly attract those whose fingers are not on the pulse of the immediate needs and concerns of the average Nova Scotian woman. These needs require immediate attention to effect meaningful change that will be beneficial to all women regardless of class or color. I believe sincerely that these changes can and will be successfully implemented by the existing departments of Government and the Ministry of Women as a separate Government Department is unrealistic and impractical at this time of monetary crisis and the need of economic restraint at all levels of government spending.

Carrie M. Best

Abortion

In the Chapter of our Report dealing with 'Well-Being,' there is a section on abortion. I find it impossible to accept Recommendation 67 in its present form as well as some of the philosophy presented in the preceding discussion. It would appear to me that the Task Force is reversing the real priorities in (a) urging that the present Federal law be repealed, and (b) recommending the study of a hypothetical situation — how things might be without the law.

The Federal statute under Section 251 does provide a protective measure for the legal right of the unborn to life as well as an opportunity for a woman to have an abortion (with proper medical attention) for health reasons. For the purpose of this Report, our concern with the matter ought to address itself to the situation only as it affects the women of Nova Scotia. There are many unanswered questions for our citizens — to what extent did the more than one thousand abortions performed in our provincial hospital last year fail to meet the legitimate needs of Nova Scotian women? Were women denied their legal right to service because of lack of knowledge of how to obtain help — distance from facilities, etc.? Were the patients mostly young with first pregnancies or older women? How does the medical profession view the long-term health results for these women?[1] Were some surgeons uneasy about the ethics of the operation?

I believe that we have sufficient local data at this time to justify asking the Government of Nova Scotia to appoint a medical-legal-lay board to inquire into the present situation and to make recommendations as soon as possible, **before** any request is made to the Federal Government to repeal the present law.

It is not too soon to hope that both the 'pro-life' and 'pro-abortion' advocates within our province might press, singly or together, for an entirely different approach to abortion. The following was reported in a recent publication[2] appearing on our local newsstands:

> Soon it will be practical to perform an abortion intending only to terminate the pregnancy, NOT to terminate the life of the fetus as well. The product of conception will be removed intact from the womb of the woman who does not want it and transferred to an artificial life support system. The woman (and her partner if available) would surrender all legal right to the child making adoption feasible.

In a province boasting one of the finest medical schools on the continent, it ought to be possible to direct talent and funds in this direction of research.

In the meantime, we need additional support services (voluntary or governmental) for women (and men) who make choices if and when to have children. Increased understanding of the responsibility involved in child-bearing and child-rearing, as well as neighbourly help in times of crises, are contributions each of us could make at the local level. Thus we might demonstrate in a practical way how indebted we are to the young for enriching our lives.

Mary C. Wall

1 Sir John Peel, 'The Health of Women,' *British Medical Journal*, July 31, 1971.

2 Charles Remsberg and Bonnie Remsberg, 'Second Thoughts on Abortion,' *Good Housekeeping*, March, 1976.

Appendix A

The Task Force has established certain working principles upon which it will base its actions. These WORKING PRINCIPLES are premised upon the fact that not all things in Nova Scotia are wrong. We have retained some values here that have been lost elsewhere — values that we want to build on. Therefore, the Task Force will begin from the following principles:

1 that everyone is entitled to the rights and freedoms proclaimed in the *Universal Declaration of Human Rights*, to which Canada is committed in principle;

2 that it is in the best interests of all people in our society that full use be made of human resources;

3 that there should be equality of opportunity to share the responsibilities of society as well as its privileges and opportunities;

4 that, in particular, the contribution of the parent who stays home to care for children must be recognized as providing an essential service to society — this means that the work of child-rearing must be remunerated justly and fairly such that the individual and the family can have a standard of living adequate for their health and well-being;

5 that women, as well as men, also have the right to choose to work outside the home and to just and favourable conditions of employment;

6 that to make the freedom of choice between employment in the home and outside the home a reality, adequate supportive services to improve the quality of family life are necessary;

7 that the care of children is a responsibility to be shared by the mother, the father, and society, and that all children, including those whose mothers are employed outside the home and those whose mothers work in the home, have the right to the best upbringing society can provide;

8 that society has a responsibility for women because of pregnancy and childbirth and that special considerations related to maternity will always be necessary;

9 that the choice to remain single and/or childless must be regarded as worthwhile and valid, for both women and men;

10 that in certain areas, for an interim period, women will require special considerations to overcome the adverse effects of discriminatory practices;

11 that everyone has the right to live in a community in which the full and free development of the person is possible — this means breaking down the artificial divisions that exist between the home and the work place, and to more fully integrate women (and children) into all aspects of Canadian life.

Appendix B

Recommendations of the Royal Commission on the Status of Women (1970) coming within jurisdiction of the Province

Recommendation	Implementation
Rec. 3 . . . that the provincial governments	Not implemented
(a) make greater use of women's voluntary associations; and	
(b) increase their financial support to	
(i) women's voluntary associations engaged in projects of public interest; and	
(ii) voluntary associations working in fields of particular concern to women.	
Rec. 4 . . . that provincial governments include in their selection standards for appointment to positions in their respective governments, the assessment of volunteer experience in evaluating the qualifications of applicants.	Not implemented
Rec. 5 . . . that a federal-provincial conference on labour legislation affecting women in Canada be called to prepare for Canada's ratification of the International Labour Organization Convention Concerning Equal Remuneration for Men and Women Workers for Work of Equal Value.	Implemented Canada deposited with the International Labour Organization, on November 16, 1972, the Instrument of Ratification of Convention 100 concerning Equal Remuneration for Men and Women Workers for Work of Equal Value.
Rec. 8 . . . that equal pay legislation of provinces require that	Partially implemented
(a) the concept of skill, effort and responsibility be used as objective factors in determining what is equal work, with the understanding that pay rates thus established will be subject to such factors as seniority provisions;	(a) *The Labour Standards Code*, Stats. N.S. 1972, Ch. 10, Section 55 (1) provides equal pay for equal work, but not for work of equal value. The employer can still use a 'factor other than sex' to determine a different rate of pay.
(b) an employee who feels aggrieved as a result of an alleged violation of relevant legislation, or a party acting on her behalf, be able to refer the grievance to the agency designated for that purpose by government administrative legislation;	(b) Implemented
(c) the onus of investigating violations of the legislation be placed in the hands of the agency administering equal pay legislation which will be free to investigate, whether or not complaints have been laid;	(c) Section 19(2) states that, where the Director has reasonable or probable grounds to believe that there has been a failure to comply with the Act, he or a person designated by him, may inquire into the matter, and endeavour to effect a settlement.
(d) to the extent possible, the anonymity of the complainant be maintained;	(d) Implemented
(e) provision be made for authority to render a decision on whether or not the terms of the legislation have been violated, to specify action to be taken and to prosecute if the orders are not followed;	(e) Implemented
(f) where someone has presented the aggrieved employee's case on her behalf and the aggrieved employee is unsatisfied with the decision, she have the opportunity to present her case herself to the person or persons rendering the decision who may change the decision;	(f) The decision may be appealed to the Supreme Court of N.S.
(g) the employee's employment status be in no way adversely affected by application of the law to her case;	(g) Implemented (Section 28)
(h) where the law has been violated, the employee be compensated for any losses in pay, vacation and other fringe benefits;	(h) Section 24(2) gives the Labour Standards Tribunal the discretion to do any act or things which, in their opinion, constitutes full compliance.
(i) unions and employee organizations, as well as employers and employer organizations, be subject to this law.	(i) The Act should clearly specify that unions, employee organizations, and employer organizations, as well as employees and employers, should be subject to its provisions.
Rec. 9 . . . that the minimum wage legislation of Nova Scotia be amended to require the same minimum wages for men and women.	Implemented This became law on July 1, 1972.

Rec. 13 . . . that the provinces amend their workmen's compensation legislation so that provisions applicable to the wife of the person deceased will also be applicable to the husband of the person deceased.	Not implemented Benefits go to the widow or 'invalid widower.'
Rec. 16 . . . the adoption of provincial maternity legislation to provide for	Partially implemented The *Labour Standards Code* provides for
(a) an employed woman's entitlement to 18 weeks maternity leave;	(a) up to 11 weeks leave before estimated date of arrival;
(b) mandatory maternity leave for the 6-week period following her confinement unless she produces a medical certificate that working will not injure her health, and	(b) Implemented
(c) prohibition of dismissal of an employee on any grounds during the maternity leave to which she is entitled.	(c) Implemented (Note: *Unemployment Insurance Act* now provides for a flexible 15 week period of leave, between 8 weeks before and 15 weeks after the birth.)
Rec. 18 . . . to the provinces . . . that protective labour legislation be applicable to both sexes.	Not implemented *Metalliferous Mines & Quarries Regulation Act*, R.S.N.S. 1967, Ch. 183, prohibits the employment of women underground in mines, or in jobs requiring 'strenous physical activity.' *Coal Mines Regulation Act*, R.S.N.S. 1967, Ch. 36, provides that no boy shall be employed underground in a mine, implying that no female of any age may be employed underground. Regulations under the *Industrial Safety Act* require provision of rest rooms where females are employed, and may insist on provision of 'competent female employee' to have charge of their welfare.
Rec. 20 . . . that the provinces . . . adopt legislation prohibiting the advertisement of a job opening in a manner that expressly limits it to applicants of a particular sex or marital status.	Partially implemented The *Human Rights Act* (Stats. N.S. 1969, Ch. 11, as amended in 1972) prohibits job advertising which discriminates on the basis of sex, but not marital status.
Rec. 23 . . . that all provincial legislation dealing with equality of opportunity in employment specify that discrimination on the basis of sex and marital status be prohibited.	Partially implemented Sex discrimination is covered by both the *Human Rights Act* and the *Labour Standards Code*. Neither mentions marital status.
Rec. 27 . . . that provincial and municipal governments increase significantly the number of women on their Boards, Commissions, Corporations, Councils, Advisory Committees and Task Forces.	Partially implemented There has been no noticeable increase in the number of women appointees to Boards, Commissions, etc.
Rec. 66 . . . to the provinces . . . that household workers be covered by minimum wage laws, workmen's compensation and other labour legislation applicable to other paid workers.	Not implemented
Rec. 67 . . . that each provincial government establish a Household Workers Bureau which, with its network of local offices, would be responsible for	Not implemented
(a) establishing and promoting employment standards for different categories of household workers;	
(b) maintaining a list of available workers according to their competence, training, experience, health and other relevant qualifications;	

(c) directing available household workers to families which require them;	
(d) maintaining a record of families which use or require the services of the Bureau, with indications of the conditions of work of each of them;	
(e) supplying these families with information relating to desirable conditions of work and social security benefits;	
(f) promoting the training of houshold workers according to the needs of the market;	
(g) initiating, if necessary, training courses for household workers;	
(h) ensuring that household workers are not exploited; and	
(i) conducting studies and providing information on the current market situation of household workers.	
Rec. 68 . . . that the provinces and territories promote the establishment of agencies or cooperatives to	Not implemented
(a) act as the employer of household workers to be assigned to suitable employment, and	
(b) collect for the services of the household workers, make income tax, social security, and other payroll deductions, and ensure that they have equitable pay, approved employment conditions and the protection provided by law.	
Rec. 69 . . . that the provinces adopt textbooks that portray women, as well as men, in diversified roles and occupations.	Not implemented A study by the Human Rights Commission on sex stereotyping in textbooks has not yet been released.
Rec. 72 . . . that the provinces set up committees to review all government publications concerned with the choice of occupations and careers in order to select and use only publications that encourage women to consider all occupations, including those which have been traditionally restricted to men.	Partially implemented Officials of the Department of Education report that they are examining texts and other publications for the portrayal of women in a diversified range of roles.
Rec. 73 . . . that the provinces	Partially implemented Guidance counsellors are being encouraged to broaden the consideration of occupational fields for both sexes.
(a) provide co-educational guidance programs in elementary and secondary schools, where they do not now exist and	
(b) direct the attention of guidance counsellors to the importance of encouraging both girls and boys to continue their education according to their individual aptitudes and to consider all occupational fields.	
Rec. 76 . . . that, where they have not already done so, the provinces . . . set up courses in family life education, including sex education, which begin in kindergarten and continue through elementary and secondary schools, and which are taught to girls and boys in the same classroom.	Partially implemented Several school systems offer family life courses; outlines on these courses are available from the Department of Education.
Rec. 77 . . . that the provinces	Partially implemented
(a) review their policies and practices to ensure that school programs provide girls with equal opportunities with boys to participate in athletic and sports activities, and	(a) Physical education programs at the elementary level apply equally to boys and girls. This is not so at higher levels.
(b) establish policies and practices that will motivate and encourage girls to engage in athletic and sports activities.	(b) Not implemented

Rec. 83
. . . that the provinces . . . and all post-secondary educational institutions develop programs to meet with special needs for continuing education of women with family responsibilities.

Partially implemented
The Director of Adult Education for N.S. reports that programs are not designed specifically for either sex. However, the department has funded many projects of primary interest to women, from civic concerns to craft training.

Rec. 84
. . . that the federal government, in cooperation with the provinces . . ., extend the present system of student loans to include part-time students.

Not implemented (in Nova Scotia)

Rec. 85
. . . that the federal government, in cooperation with the provinces, provide through the Occupational Training for Adults program

(a) training courses which will lead to a diploma for visiting homemakers for emergency assistance, the planning of which would be in conjunction with local welfare agencies, and

(b) training courses leading to a diploma for household workers other than visiting homemakers.

Partially implemented
(a) There are 7 visiting Homemaker agencies in the provinces, funded through LIP, LEAP, provincial and municipal grants, and private fees. The Continuing Education Section of the Department of Education recently offered a one-week training course. Other agencies organize their own training programs.

(b) Not implemented

Rec. 87
. . . that the provinces . . . take appropriate action to study the current educational needs and interests of women in rural areas and, in consultation with local people, introduce more adequate programs, ensuring that they are available to women.

Not implemented
(see Recommendation 83)

Rec. 93
. . . that the provinces . . . in cooperation with universities, arrange that educational television programs, including credit as well as non-credit courses at elementary, secondary, general and technical college and university levels, be televised at hours when both housewives and women in the labour force can take advantage of them.

Not implemented

Rec. 105
. . . that the provinces amend their legislation so that a woman, on marriage, may retain her domicile or, subsequently, acquire a new domicile, independent of that of her husband.

Not implemented

Rec. 107
. . . that those provinces which have not already done so, amend their law in order to recognize the concept of equal partnership in marriage so that the contribution of each spouse to the marriage partnership may be acknowledged and that, upon the dissolution of the marriage, each will have a right to an equal share in the assets accumulated during marriage otherwise than by gift or inheritance received by either spouse from outside sources.

Not implemented
However, the Task Force on the Status of Women has recommended that a community property regime be adopted in Nova Scotia.

Rec. 108
. . . that the provinces . . . which have not already done so, amend their laws so that a wife who is financially able to do so may be held to support her husband and children in the same way that the husband may now be held to support his wife.

Not implemented

Rec. 110
. . . that those provinces . . . which have established maximum amounts for maintenance orders remove such ceilings.

Implemented
(*Wives' and Children's Maintenance Act* as amended by Ch. 63 of 1973)

Rec. 111
. . . that the provinces . . . which have not already done so, adopt legislation to set up Family Courts.

Implemented
The *Family Court Act*, R.S.N.S. 1967, Ch. 98, provides for such a system.

Rec. 112
. . . that the auxiliary services of Family Courts include an assessments branch dealing with the assessments and payment of alimony and maintenance.

Not implemented

Rec. 115
. . . that fees for the care of children in day-care centres be fixed on a sliding scale based on the means of the parents.

Partially implemented
A sliding fee scale has been in effect since 1971, with the maximum available subsidization being $6.55 per child per day. The government recently announced that the rate of subsidization would not be increased.

Rec. 116
. . . that the provinces, where they do not already do so, pay not less than 80% of the provincial-municipal contribution to day-care centres.

Implemented
Nova Scotia pays 100% of the provincial/municipal contribution

Rec. 118
. . . that the federal government immediately take steps to enter into agreement with the provinces leading to the adoption of a national Day Care Act under which federal funds would be made available on a cost-sharing basis for the building and running of day-care centres, meeting specified minimum standards, the federal government to

(a) pay half the operating costs;

(b) during an initial 7-year period, pay 70% of capital costs; and

(c) make similar arrangements for the Yukon and Northwest Territories.

Partially implemented
There is no National Day Care Act, but there is a National Code of Standards for Day Care Centres.

(a) Implemented

(b) Not implemented

Rec. 119
. . . that each province . . . establish a Child-Care Board to be responsible for the establishment and supervision of day-care centres and other child-care programs, which will

(a) plan a network of centres (as to location, type, etc.);

(b) set and enforce standards and regulations;

(c) provide information and consultants;

(d) promote the establishment of new day-care services; and

(e) approve plans for future day-care services.

Implemented
The Department of Social Services has a special section for Day Care Services, responsible for implementing (a) to (e). There is legislation covering licensing, monitoring, and supervising day care facilities by the Department.

A Minister's Advisory Committee on Day Care is supposed to provide citizen representation and impetus on day care matters.

Rec. 121
. . . that birth control information be a able to everyone.

Partially implemented
The Department of Public Health makes available, free of charge, information on birth control. This information is provided both via printed health education material and through personal counselling by Public Health Nurses.

Birth Control devices are less easy to obtain.

Rec. 123
. . . that provincial Departments of Health (a) organize family planning clinics in each public health unit to ensure that everyone has access to information, medical assistance and birth control devices and drugs as needed, and (b) provide mobile clinics where they are needed, particularly in remote areas.

Partially implemented
Although the Department does not organize family planning clinics or provide mobile clinics, the Department's program is province-wide in scope and does include literature distribution and counselling on family planning. The Department has provided a grant for the past two years to the Metro Area Family Planning Association to help it carry out its valuable work in that area.

Rec. 125
. . . that the provinces . . . adopt legislation to authorize medical practitioners to perform non-therapeutic sterilization at the request of the patient free from any civil liabilities toward the patient or the spouse except liability for negligence.

Not implemented

Rec. 140
. . . that the federal government and the provinces name more women judges to all courts within their jurisdiction.

Not implemented
There is at present one female judge in Nova Scotia, Her Honour Judge Sandra Oxner, Provincial Magistrate.

Rec. 141
. . . that the provinces which have not already done so, require women to be liable for jury duty on the same terms as men.

Partially implemented
Under the *Juries Act* (1969, Ch. 19) women are liable for jury duty on the same terms as men. But the N.S. Civil Procedure Rules, which govern procedure in civil cases in Supreme and County Court, excuse women from jury duty if, within 3 days of being called, they give notice that they are pregnant or suffering from some other female condition.

Rec. 156
. . . that the provinces and municipalities, whenever possible, assign female instead of male police officers to deal with women taken into custody.

Implemented
According to the Director of Adult Probation and Penal Institutions for the Province, where and when women are taken into custody and placed in any provincial institutions, a female officer is charged with the responsibility. This is especially true in the case of the Regional Correctional Institutions located at Sydney, Halifax, Truro and Waterville. In the case of the other thirteen (13) County Jails, the Jailer's wife acts as a Matron in dealing with female offenders.

Rec. 157
. . . that the provinces ensure that when the administrative policy of their corrections program is being determined, the differences in the counselling and supervisory needs of women and men probationers be considered, staff requirements be based on these needs and caseloads be adjusted accordingly.

Partially implemented
The Attorney General's Department reports that they are increasing the numbers of female probation officers, who work mainly with female offenders. One of the priorities within the Correctional Service is the broad area of the female offender, i.e. prevention, community-based treatment, aftercare. The Joint Regional Committee (Atlantic), composed of senior Directors, is also attempting to develop more sound correctional programming for the female in conflict with law.

Rec. 158
. . . that the provinces . . .

(a) develop a health and social welfare policy that would remove from the penal setting the handling of persons found apparently intoxicated and assign the responsibility for diagnosis and treatment to health and welfare administration;

(b) ensure that there are treatment facilities for female alcoholics; and

(c) in cooperation with health and welfare authorities establish treatment programs, where they do not now exist, for female alcoholics being now detained in a penal setting for criminal offences.

Partially implemented
(a) Not implemented

(b) The following detoxification facilities are available: a 15 bed unit at the Cape Breton Addiction Centre at Sydney for males and females; a 5 bed unit at the Salvation Army building in Halifax for males; a 6 bed unit at the Nova Scotia Hospital, 4 for males, 2 for females.

(c) Treatment facilities for female alcoholics are available in the following areas:

Cape Breton — 2 detoxification beds for females, 10-12 bed short-term treatment program, males and females; outpatient services.

North Shore — a major treatment facility for both males and females will be established this year in Pictou County, which will include a detoxification unit, short-term treatment program, and outpatient services. At present, outpatient services are available.

Metropolitan Area — 2 detoxification beds at the Nova Scotia Hospital, 2 bed short-term treatment program at the Nova Scotia Hospital; outpatient services in Halifax and Dartmouth.

Valley — follow-up services at the Kentville Sanitorium for discharged patients from the Nova Scotia Hospital.

As the program of the Nova Scotia Commission on Drug Dependency is further developed, they will be working with correction centres to ensure that out-patient facilities are available to offenders after their release.

Rec. 163
. . . that a network of halfway houses for women newly released from correctional institutions be set up in centres across Canada, supported by public and private funds and operated by voluntary groups and agencies, in accordance with approved government standards.

Not implemented
The Attorney General's Department states that they do endorse the concept, however, and to this end has supported a proposal put forth by Unison in Halifax. They further state that the entire matter of alternatives to institutional confinement is under study.

Rec. 164
. . . that the provinces establish an implementation committee, composed of a number of its senior administrators, to

(a) plan for, coordinate and expedite the implementation of the recommendations made by the Royal Commission on the Status of Women to that jurisdiction; and

(b) report from time to time to its government on the progress it is making.

Partially implemented
The Nova Scotia Task Force on the Status of Women was given a mandate to report to the Government on the implementation of the Royal Commission recommendations. However, the Task Force disbanded in April of 1976.

Rec. 165
. . . that provincial Human Rights Commissions be set up that would

(a) be directly responsible to the provincial legislatures;

(b) have power to investigate the administration of human rights legislation as well as the power to enforce the law by laying charges and prosecuting offenders;

(c) include within the organization for a period of seven to ten years a division dealing specifically with the protection of women's rights and suggest changes in human rights legislation and promote widespread respec. for human rights.

Partially implemented
The Province does have a Human Rights Commission, responsible to the Minister in charge of the Act, with powers of investigation.

(c) Not implemented

Rec 167
. . . that, where it has not already been done, each province . . . establish a government bureau or similar agency concerned with the status of women which would have sufficient authority and funds to make its work effective.

Not implemented
The Task Force on the Status of Women appointed by the provincial government is not a long-term organization. However, the Task Force has recommended that the Government establish a Ministry of State on the Status of Women, to accomplish the aims set forth in the recommendation of the Royal Commission.

Appendix C

List of people making submissions, oral and written, to the Task Force:

Name and Address

Aberdeen School of Nursing, New Glasgow
Ackermann, Daphne, Port Mouton
Adams, Lydia, Glace Bay
Akerman, Jeremy, MLA, New Democratic Party, N.S.
Anderson, Marion, Sydney
'Anonymous,' Sydney
'Anonymous' ('Store Clerk'), Antigonish
'Anonymous,' Port Hawkesbury
'Anonymous,' Port Hawkesbury
Antigonish Play School, Antigonish
Antoft, Mrs. O. H., Kentvile
Armstrong, Noella, Halifax
Arthurs, Sandy, Halifax
Atkinson, Tillie, Shelburne
Aymar, Judy, Halifax
Baggs, Donald T., Halifax
Barclay, Jackie, Halifax
Beck, Denise, New Glasgow
Bigelow, Anne, Antigonish
Bird, Claire, Liverpool
Bishop, Marie, New Minas
Boudreau, Charlene, Yarmouth
Bradshaw, Joan, Yarmouth
Brotz, Marianne, Wolfville
Brown, Margaret E., Dartmouth
Brownlow, Michael, Dartmouth
Butt, Mrs. R. C., Halifax
Campbell, Margaret, Bridgewater
Canso Regional Vocational High School, Port Hawkesbury
Carley, Susan E. F., Halifax
Cassidy, Mrs. Norma, Wolfville
Chaplin, Carole, Halifax
Chisholm, John, Dartmouth
Christie, George, Bedford
City of Halifax, Social Planning Department
Clark, Susan, Halifax
Coldwell, Joyce B., New Glasgow
Coleman, Ann, Glace Bay
Coleman, Edith, Sydney
Crabill, Virginia, Truro
Crouse, Beth E., Wolfville
Crowell, Harold D., Halifax
Curren, Jean, Bedford
Cusack, Margaret, Sydney
Daborn, I., Halifax
Daley, Mary D., New Glasgow
Day, Lloma, Kentville
DeLory, Burdette, Bridgewaer
Desjardines, Kay, Antigonisi
Dexter, Sue, Halifax
Dinn, Rita, Antigonish
DiVito, Theresa, Sydney
Dolin, Martin M., Halifax
Dostal, Deborah, Dartmouth
Dubois, Theresa, Port Hawkesbury
Duke, Jim, Halifax
Edwards-Daugherty, Claire, Halifax
Evans, Mary L., Halifax
Fairbanks, Bill and Sylvia, Amherst
Ferguson Mrs. Allison, Port Morien
Fishcher, Una, Port Hawkesbury
Folk, Valerie, Halifax
Fraser, Jessie, Liverpool
Frison, Bertha, Reserve Mines
Fundy Mental Health Centre, Kentville
Godwin, Anne, Dominion
Gott, Mrs. M.P., Smith's Cove
Graham, Christine, Halifax
Grantmyre, Stanna, Halifax
Gray-Marmaroff, Susan, Halifax
Guyette, Kim, Halifax
Halifax Rape Relief, Halifax
Hammond, Charlotte, Clam Harbour
Harvey, Edith, Halifax
Henman, Marjorie, Halifax
Henry, Councillor Eileen, Antigonish
Hogan, Sr. Johanna, Glace Bay
Hopkins, Gwendolyn E., Halifax
Hubley, Pauline A., Halifax
Hushlack, Mary Ann, Halifax
Jackson, Patricia, Glace Bay
James, Mary, Dartmouth
Jeffrey, Margaret, Yarmouth
Johnston, Margaret, Sydney
Julian, Angela, Halifax
Julian, Martha, Truro
Kerr, Janice, Truro
Kind, Betty Jo, Bedford
Kitchen, Reverend David, Baddeck
Kontack, Peggy, Antigonish
Kowalski, Barbara, Sydney
Lefort, Mrs. Henry, Halifax
Maillet, Jeanine, Digby County
Manpower and Immigration, Dartmouth
Manpower and Immigration, Halifax
Manpower Federal/Provincial Needs Commission, Halifax
Marsters, Elizabeth, Halifax
Martin, Helen, Sydney
Mason, E.C., Armdale
Matheson, Edwin, Glace Bay
Meahan, Colleen, Dartmouth
Meahen, Mrs. T. F., Halifax
Menear, Ruth, Halifax
Misener, Mary, Halifax
Mitchell, Clara B., Halifax
Moir, Mildred, Halifax
Moore, Patricia A., Wolfville
Mount St. Vincent University, Rockingham
MacAskill, Barbara, Boutilier's Point
MacDonald, Kate, Halifax
MacDonald, Lynn, Halifax
MacDonald, Marilyn, Halifax
MacDonald, Mona K., Sydney
MacDonald, Ron, Glace Bay
MacInnis, Ian, Bedford
MacInnis, Roberta, Port Hawkesbury
MacKenzie, Dot, Glace Bay
MacKinnon, Glenda, Glace Bay
MacKinnon, Olive, Sydney
MacLean, Alma, Amherst
McLennan, Mrs. H. E., Economy
McLevin, Linda, Halifax
McNeil, Betty, Halifax
MacNeill, Dorothy, Amherst
Neil, Margaret E., Shelburne
Nelson, Cicely F., Great Village
Nixon, Mrs. William, Halifax
Noble, Joy, Halifax

Norrie, Karen, Truro
Norton, Winnie, Halifax
Nova Scotia Government Employees' Association, Halifax
Nova Scotia School for Girls, Truro
O'Brian, Mrs. B., Halifax
O'Brien, Janet, Halifax
O'Connell, Anne, Sydney
O'Keefe, Mrs. Austin, Halifax
Parents for Better Day Care, Halifax
Paris, Judy, Amherst
Patriquin, Nellie, Halifax
Peck, Gwen, Lower Sackville
Phillips, Edith, Port Morien
Pictou County Women, New Glasgow
Pike, Clara, Sydney
Prince Arthur Junior High School, Dartmouth
ProFeminae, Dartmouth
Purkis, Wendy, Port Hawkesbury
Race, Pat, Shelburne
Renner, Serena F., Halifax
Roop, Dick, Kentville
Ruffman, Linda, Halifax
Saccary, Christina, Glace Bay
Sampson, Rosemarie, Rockingham
Sawler, Karen, Lunenburg
Shuebrook, Frances, Wolfville
Smeenk, Norma, Inverness County
Smith, Beatrice, Port Hawkesbury
Smith, Jane, Bridgewater
Smith, Katherine P., Liverpool
Snider, Margaret, New Glasgow
Speight, Mrs. N., Bridgewater
Stouffer, Sarah, Antigonish
Sutherland, Sheila, Truro
Sweet, Janet, Sydney

Taylor, Peggy, Halifax
Tillotson, Doreen, Wolfville
Townsend, Pamela, Halifax
Tufts, Edith, Saulnierville

Van Regan, Jerry, Baddeck
Vigneault, M., Halifax

Walsh, Elizabeth Cusack, Sydney
Walsh, Sylvia T., Eastern Passage
Webster, Mrs. J. A., New Glasgow
Welland, Marilyn, Halifax
West, Sandra, Halifax
West, Sandra, Sydney
Wetmore, Ann, Yarmouth
Whitby, Barbara, Halifax
Whitty, Judy, Antigonish
Whynacht, Harriet, Lunenburg
Williams, Alice, Pictou County
Wills, Herman, Lower Sackville
Wilson, Hattie, Glace Bay
Wolman, Shirley, Halifax
Wood, Darlene E., Truro
Wouk, Judy, Dartmouth

Y.M.C.A. and Y.W.C.A., Dartmouth
Young, Pamela, Halifax

Appendix D

Information concerning our Hearings

Public Hearings: 29

Location:

Amherst	Liverpool
Antigonish	New Glasgow
Baddeck	Port Hawkesbury
Bridgewater	Sackville
Church Point	Sheet Harbour
Dartmouth	Shelburne
Digby	Springhill
Glace Bay	Sydney
Halifax	Truro
Kentville	Yarmouth

Informal Hearings: 20

Groups:

Day Care directors	Retail saleswomen
Fish Plant employees	Service wives
Food packing plant workers	Religious groups
Hotel employees	Teachers of special school
Young female offenders	Union representatives
Maintenance women	Welfare recipients
Minority group representatives	Women's voluntary organizations
Office clerks-telephone oprs.	High school students

Participants:	approximate number —	2,000
Submissions:	received and presented; approximate number —	300
Letters Of Enquiry:	approximate number —	160
Private Work Sessions:	approximate number —	60

Appendix E

We believe that our laws should apply equally to all, regardless of sex. All of these statutory provisions violate this principle, and should be amended. We have attempted to explain the offending provisions and to suggest changes. This list is a starting point only, and is not meant to be exhaustive.

Adoption Act, R.S.N.S. 1967, Ch. 2

The effect of Section 4(3) (c) is that the consent of the father of an illegitimate child is irrelevant in the child's adoption. To cure this problem without confusing the law, subclauses (a) and (b) of Section 4(3) should be repealed along with subclause (c) and a clause or clauses enacted requiring the consent of the parents or surviving parents of a child whether the child be legitimate, legitimated by subsequent adoption, illegitimate or adopted.

Alimony Act, R.S.N.S. 1967, Ch. 7

Section 1 of the Act allows a Judge of the Supreme Court to make an order for the payment of alimony in favour of a wife. The situations in which the order can be made are set out in the Act. Three of the four situations allude to similar situations under the law of England. Without undertaking a detailed study of the matrimonial law of England, it is not possible to make specific recommendations for particular reforms of the Act. A repeal of the entire Act is recommended.

Apprenticeship and Tradesmen's Qualifications Act, R.S.N.S. 1967, Ch. 11

Section 14(c) (i) and (ii) require a father's consent to an apprenticeship agreement where the person being apprenticed is under the age of 21, and a mother's consent where the father is dead or incapacitated. This provision can be reformed simply by repealing (i) and (ii) and substituting the words 'by a parent of the person.'

Assessment Act, R.S.N.S. 1967, Ch. 14

Section 3(j) exempts property of widows, of unmarried women and wives deserted by their husbands, from taxation to the extent and as set out in Section 44. This provision can be remedied simply by repealing the two sections or perhaps by making the exemption applicable to all persons of low income levels.

Section 41(8) defines 'occupier' as 'the husband where a husband and wife live together,' and 'the father or other head of the family, where a family lives together.' All adults resident in the house should be considered occupiers.

Change of Name Act, R.S.N.S. 1967, Ch. 30

Section 2 subsection (1) of the Act allows a man to change his name and if he is married he may also change the name of his wife with her consent. Section 2 subsection (3) forbids a married woman, while living with her husband to change her name even with the consent of her husband. These discriminatory provisions can be remedied by repealing those portions of Section 2 referring to the marital status of the person applying to change a name. The Act as it stands does not mention the question of married women using their 'maiden' names or the use of the hyphenated names of husband and wife. The Act should be totally reassessed in light of women's needs.

Child Welfare Act, R.S.N.S. 1967, Ch. 31, as amended by the Stats. N.S. 1969, Ch. 29

Section 35 A (2) provides that a legitimate child has the same religion as its father unless there is an agreement between the parents that the child has the same religion as its mother. This Section also provides that the child of an unmarried mother will have the same religion as the mother. This problem can be resolved by having the Act give a legitimate child the same religious faith as its parents and where the parents have different religious faiths, the religious faith of the child would be as agreed to between the parents. Where the parents could not agree, the question could be decided by the Judge. The religious faith of a child of a one-parent family will be determined by the single parent.

Civil Service Act, R.S.N.S. 1967, Ch. 34

Section 32 of this Act makes the examinations for appointments to the Civil Service open to all persons without regard to race, religion, religious creed, colour or ethnic or national origin. This Section should be amended to include the word 'sex.'

Coal Mines Regulation Act, R.S.N.S. 1967, Ch. 36

Section 3(d) defines 'boy' as any male person under the age of eighteen years. Section 125 forbids the employment of a boy underground in any mine. Section 142 imposes a penalty upon any parent or guardian who obtains the employment of a boy underground by representing that he was over the age of eighteen years. The implication that would be drawn from these provisions is that women are not allowed to work underground in mines. The Act should be amended by repealing the definition of 'boy' and amending Sections 125 and 142 so that it becomes an offence to employ any person under eighteen years of age in a mine.

Collection Act, R.S.N.S. 1967, Ch. 39

Section 24(3) forbids the imprisonment of a married woman who is a debtor unless (Section 45) she is carrying out business in her own name at the time the debt is contracted. A repeal of Section 24(3) would remedy this anomaly.

Education Act, R.S.N.S. 1967, Ch. 81

Section 1(i) defines 'Parent' to mean the father of a child or if the father is dead or absent from the school section in which the child lives, then the mother of the child. This Section should be amended so that 'Parent' is defined as the mother or father of the child, and to include guardian or person in charge.

Elections Act, R.S.N.S. 1967, Ch. 83

In Section 37 of this Act which sets out the procedure for carrying out the enumeration of electors, it is provided that the names of a married woman or widow shall be prefixed by the abbreviation 'Mrs.' and registered under the surname of her husband. Her own Christian name can appear if she so desires. Where a married woman's name is registered below her husband's name, no occupation can be given for her. This Section also provides that a woman who is divorced or living apart from her husband shall be enumerated under whatever name and surname she is known by in the polling division. The name of an unmarried woman is required to be prefixed with the abbreviation 'Miss.' This problem can be remedied by a simple repeal of the offending provisions

Female Prisoners' Maintenance Act, R.S.N.S. 1967, Ch. 103

This Act makes special provisions for the maintenance of female persons over the age of sixteen years who have been sentenced to reformatory institutions. The Act should be repealed.

Guardianship Act, R.S.N.S. 1967, Ch. 121

Section 2 of this Act allows the Court of Probate to appoint the father of an infant to be its guardian. Section 3 allows the father of any infant, or if the father is dead, the mother, to appoint a guardian of an infant.

Section 4 makes the mother of an infant its guardian upon the death of the father, but if the father has appointed a guardian, the mother becomes guardian jointly with the person appointed by the father. The Act should be amended to allow the Court of Probate to appoint a parent of an infant to be guardian of its estate, and also to allow for the parents of an infant or the survivor of them if one of them is dead to appoint a guardian of the infant. Additionally, the surviving parent of an infant should be its guardian either solely or jointly with any guardian appointed by the deceased parent.

Industrial Safety Act, R.S.N.S. 1967, Ch. 141

Section 1(h) defines 'young girl' to mean a girl who has attained the age of fourteen years but has not attained the age of sixteen years. Section 1(i) defines 'youth' to mean a male person in the same age category. The regulations passed under the Act make special provision for the 'protection' of young girls and females. The definition of 'young girl' should be repealed, and the definition of 'youth' should be amended to mean a person who has attained the age of fourteen years but has not attained the age of sixteen years. The regulations should be similarly amended.

Inebriates' Guardianship Act, R.S.N.S. 1967, Ch. 144

Section 11 of the Act says that the son, if of the age of twenty-one years, of any person interdicted may be appointed guardian of such person. This Section should be amended to allow any relative or friend of the person being interdicted or any other party who consents to act as guardian to be appointed guardian.

Interpretation Act, R.S.N.S. 1967, Ch. 151

Section 18(h) states that words importing male persons include female persons and corporations. The word 'person' in Section 6(1) (s) is not defined to mean only males and therefore Section 18(h) is redundant.

Labour Standards Code, Stats. N.S. 1972, Ch. 10

Section 15(1) of this Act requires that at least one member of the Labour Standards Tribunal (Nova Scotia) be a woman. This provision should be repealed.

Section 48(2) (a) of the Act allows for the making of regulations applying the minimum wage to employees or a group, class or sex of employees, etc. The reference to sex in this section should be repealed.

Section 56(1) protects pregnant women from dismissal from their work but allows an employer to require an employee to commence a leave of absence at the time when the duties 'of her position cannot reasonably be performed by a pregnant woman or the performance of the employee's work is materially affected by the pregnancy.' The Act sets out no tests to be applied in such situations. The Act should be amended to require a medical examination in such circumstances and a doctor's certificate stating that the woman should not be working at the particular job in her present condition before an employer can require her to commence a leave of absence.

Regulations under the Code exempt domestic workers. For a discussion of the implications of this and other provisions of the Code, please see the Chapter on 'Work Outside the Home.'

Mechanic's Lien Act, R.S.N.S. 1967, Ch. 178

Section 6 of this Act states that where a married woman with the privity and consent of her husband has work or service done or materials furnished in respect of land which she owns, her husband is deemed to act for himself and therefore to bind his own interest. This Section seems to be contrary to the spirit of the *Married Women's Property Act* and should be repealed.

Metalliferous Mines and Quarries Regulation Act, R.S.N.S. 1967, Ch. 183

Section 4(1) forbids the employment of any male persons under sixteen years of age in or about a mine and also forbids the employment of any male person under eighteen years of age underground in any mine. Section 4(2) forbids the employment of any female person at any mine except 'on the surface in a technical, clerical or domestic capacity or such other capacity as requires the exercise of normal feminine skill or dexterity but does not involve strenous physical effort.' This latter subsection should be repealed and Section 4(1) should be amended so that no person under the age of sixteen years shall be employed in or about any mine and no person under the age of eighteen years shall be employed underground in any mine.

Municipal Act, R.S.N.S. 1967, Ch. 192

Section 14(4) states that no person is disqualified from voting or being elected or appointed to any office by reason only of being female. This subsection should be repealed.

Municipal Franchise Act, R.S.N.S. 1967, Ch. 198

Section 23(e) contains provisions similar to those in the *Elections Act* previously referred to. This subsection should be repealed.

Municipal Mental Hospitals Act, R.S.N.S. 1967, Ch. 202

Section 35(2) of this Act provides that two of the five people being appointed to the Board of a Hospital shall be women. This provision should be repealed.

Notaries and Commissioners Act, R.S.N.S. 1967, Ch. 208

Section 1 of this Act authorizes the Governor in Council to 'appoint such persons (males or females) . . . to be notaries public for Nova Scotia.' Section 5 authorizes the Governor in Council to empower 'such persons (males or females) . . . to administer oaths.' The references to males and females should be repealed.

Nova Scotia Hospital Act, R.S.N.S. 1967, Ch. 210

See comments under *Public Hospitals Act*.

Partnership Act, R.S.N.S. 1967, Ch. 224

Section 4 (c) (iii) gives the impression that all partners are necessarily male and therefore the surviving spouse of a partner is a widow. This Section should be amended by changing the word 'widow' to spouse.

Police Services Act, Stats. N.S. 1969, Ch. 17

Section 7(4) allows the Attorney General to designate 'an officer or man' to be Chief Constable. The word 'member' should be substituted for the word 'man.'

Probate Act, R.S.N.S. 1967, Ch. 238

Section 20 of the Act sets out the priorities in which survivors of a deceased person are entitled to administration of the estate. Different rules are prescribed for widows and widowers. This Section should be amended so that a surviving spouse has the first right to administer an estate followed by other specified relatives, creditors and persons having causes of action against the estate.

Section 21 provides for the association of a third person with a widow in the administration of the estate. This Section should be amended to provide that any person appointed to administer an estate may have another person associated with her or him in the administration.

Section 40 provides for the omission from the inventory of an estate the wearing apparel of the widow and othe articles necessary to maintain her. These provisions should be amended to replace the word 'widow' by the words 'surviving spouse.'

Section 41(7) provides that if the provision made for the widow in Section 40 is insufficient to maintain her an allowance may be granted by the Court out of the estate. Following along the suggested changes in Section 40, Section 41(7) should be amended so that the allowance may be made for the 'surviving spouse,' not only a widow.

Section 90 refers to claim by a widow for dower. In accordance with the recommendation to repeal the *Dower Act*, this provision should also be repealed.

Section 100 of the Act provides that where the real property of a testator or intestate is to be distributed among several devisees or next of kin or among widow and devisees or next of kin and no share to be distributed is of the value of $100 or more, the property may be sold. This Section should be amended so that it refers to the shares of real property being distributed to all the persons named in a deceased's will or entitled to receive real property under the *Intestate Succession Act*.

Section 101(3) provides that where real property of a deceased man has been sold under Court Order, the proceeds of the sale are subject to an annual allowance for life to the widow in lieu of dower. This provision should also be repealed.

Public Hospitals Act, R.S.N.S. 1967, Ch. 249

This statute is not particularly discriminatory towards women except insofar as the concept of settlement as outlined in the *Settlement Act*. See comments under *Settlement Act* below.

Public Service Superannuation Act, R.S.N.S. 1967, Ch. 256

Section 14(a) of the Act empowers the Governor in Council to reduce the pension payable to a widow (or widower by virtue of Stats. N.S. 1973, Ch. 55, Section 9) if the age of the deceased employee exceeds the age of the surviving spouse by twenty years or more. This provision should be repealed.

Real Property Act, R.S.N.S. 1967, Ch. 261

Section 24(1), which deals with the validity of deeds following foreclosure sales, leaves the implication that all land owners would be males and their surviving spouses, therefore widows. The references to the widow should be amended to read surviving spouse.

Reformatory Act, R.S.N.S. 1967, Ch. 262

Section 6(1) states that 'a male person confined in a common jail . . . may by the direction . . . of the Minister be transferred . . . to the reformatory . . .'. The word 'male' should be repealed so that the Act applies to all persons confined in common jails, etc.

Religious Congregations and Societies Act, R. S. N. S. 1967, Ch. 268

Section 11(1) of this Act provides a means for a group not a religious society or congregation incorporated by a special Act or constituted by deed under the Act to constitute themselves a religious congregation or society. The procedure is by adoption of a declaration made 'upon the vote of two-thirds of the male members of the congregation.' The word 'male' should be repealed.

Settlement Act, Stats. N.S. 1970, Ch. 15

Section 6 of this Act provides that a married woman has the settlement of her husband if the husband has any. If the husband does not have a settlement, the wife's settlement is not affected by her marriage. This provision should be repealed.

Section 5 of this Act provides for the settlement of children. Subsection (1) gives a legitimate child the settlement of its father, unless the father has no settlement, in which case the child's settlement is that of its mother. An illegitimate child has the settlement of its mother, if the mother has any settlement. If a child has no settlement by parentage, its settlement is the place of its birth. These Sections should be amended so that the settlement of a child becomes the settlement of its parents and if the parents have different settlements, then the settlement shall be as agreed between the parents, and failing agreement by the parents as a judge may decide.

Social Assistance Act, Stats. N.S. 1970, Ch. 16

The concept of settlement previously referred to is important under the *Social Assistance Act* because it determines from which other municipal unit, if any, a municipality may recover a portion or all of the costs of assistance.

The regulations under this Act pertain almost exclusively to women, and contain many references which are discriminatory and demeaning to women. The policy of social assistance and the law based on this policy should be totally amended.

Solemnization of Marriage Act, R.S.N.S. 1967, Ch. 287

Section 17(1) of this Act requires written consents where the parties to an intended marriage are under the age of nineteen years. The consent of the father of the party is preferred to that of the mother. This Section should be amended so that the consent of both parents is required unless one of them is dead or mentally incompetent or the custody of the party has been granted to one of the parents.

Teachers' Pension Act, R.S.N.S. 1967, Ch. 301

Section 19(1) sets out the requirements for entitlement to an annual pension. The age at which females become eligible for pension is lower than that at which males become eligible for a pension. This provision should be amended so that all persons become eligible for a pension at the same age.

Testators' Family Maintenance Act, R.S.N.S. 1967, Ch. 303

Section 6(2) sets out relevant matters to be considered where it is sought to have a judge review an order previously made. The matters relevant to be considered are in the case of a daughter, the fact that she was unmarried or disabled and in the case of a son, the fact that he was a minor or disabled. This Section should be amended so that it refers to infants of the testator who are disabled or who have not reached the age of majority.

Towns Act, R.S.N.S. 1967, Ch. 309

Section 34(1) states that only ratepayers are eligible to run for the office of councillor. This precludes spouses, usually women, of ratepayers from running for municipal office. This subsection should be amended.

Section 34(3) states that the fact of being a woman does not disqualify a person from serving as a mayor or councillor. This Section is redundant and should be repealed.

Section 49 of the Act begins 'Every person, including a woman whether she is married or unmarried. . .'. The words referring to a woman and her marital status are redundant and should be repealed.

Section 110(3) begins 'any person male or female.' The words 'male or female' are redundant and should be repealed.

Section 131(5) states 'women whether married or unmarried shall be eligible for appointment to the board. . .'. This Section is redundant and should be repealed.

Vital Statistics Act, R.S.N.S. 1967, Ch. 330

Section 3 of the Act requires the registration of the birth of every child born in the province. Section 3(2) places the primary obligation to register a birth upon the mother and if she is incapable, upon the father of the child. This provision should be repealed so that the obligation is upon the parents of the child.

Section 3(3) of the Act removes any obligation otherwise imposed by the Act on the father of an illegitimate child from reporting the birth of the child. This provision should be repealed.

Section 3(5) requires the registration of the birth of a child of a married woman to be made showing the surname of the husband as the surname of the child. Section 3(6) sets out the documentation required where a married woman seeks to have particulars of the father of the child to which she has given birth noted on the Birth Certificate where the father of the child is not the person who is legally her husband. This subsection should be amended so that the parents of the child may jointly fill out the prescribed form without the necessity of Statutory Declarations and jointly decide the surname under which the child is to be registered.

A similar solution should be applied in the case of children of an unmarried mother which would require amending subsections (7) and (8) of Section 3.

Wills Act, R.S.N.S. 1967, Ch. 340

Section 4 of this Act states that any married woman may, without a husband's consent, make a will. This Section is redundant and should be repealed.

Wives' and Children's Maintenance Acts, R.S.N.S. 1967, Ch. 341

This entire Act should be redrafted so that it would provide a means for either spouse to seek maintenance from the other for himself or herself and any children of the spouses. Section 5(2) which makes adultery a bar to the receipt of maintenance under the Act should be repealed.

Workmen's Compensation Act, R.S.N.S. 1967, Ch. 343

Section 1(v) defines 'widow' and 'invalid widower' to be one and the same thing. Benefits payable under the Act should apply equally, regardless of whether the deceased was male or female, and regardless of the health or need of the surviving spouse.

Section 2(2)(e) exempts 'farm labourers or domestic or menial servants' from application of the Act. This clause should be repealed.